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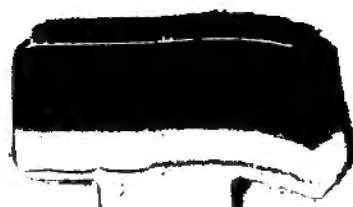
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DOCUMENTS  
OF THE  
SENATE

OF THE  
STATE OF NEW YORK  
ONE HUNDRED AND THIRTY-EIGHTH SESSION

1915

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VOL. XXX.—No. 45—PART 1

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1915









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# THE CONSTITUTIONAL AND STATUTORY DUTIES AND FUNCTIONS

OF THE

## STATE BOARD OF CHARITIES

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The State Board of Charities was established in 1867, and became a constitutional body January 1, 1895, under the provisions of article VIII of the Constitution of the State of New York, which was adopted in 1894. This article of the Constitution provides that the State Board of Charities shall visit and inspect all institutions, whether State, county, municipal, incorporated or unincorporated, which are of a charitable, eleemosynary, correctional or reformatory character, including institutions for epileptics and idiots, and all reformatories (save those in which adult males convicted of felony shall be confined), and excepting institutions for the care and treatment of the insane.

The Constitution also provides that the members of the Board shall be appointed by the Governor, by and with the advice and consent of the Senate; that all the existing laws relating to the institutions above mentioned, and to their supervision and inspection, in so far as such laws are not inconsistent with the provisions of the Constitution, shall remain in force, and that the Legislature may confer upon the Board any additional powers. It further provides that while payments by counties, cities, towns and villages to charitable, eleemosynary, correctional or reformatory institutions, wholly or partly under private control, for care, support, and maintenance, may be authorized, they shall not be required by the Legislature, nor shall such payments be made for any such inmate of such institutions who is not received and retained therein pursuant to rules established by the State Board of Charities

The Commissioners comprising the Board are twelve in number, and are appointed for the term of eight years, one from each of the nine judicial districts of the State, and three additional members from the city of New York. The Commissioners are required to reside in the districts or city from which they are respectively appointed, and no Commissioner can act as such while a trustee, director or other administrative officer of any institution subject to the visitation and inspection of the State Board of Charities.

Each Commissioner is paid actual expenses necessarily incurred while engaged in the performance of the duties of his office, and receives, as compensation, \$10 for each day's attendance at meetings of the Board, or of any of its committees, not exceeding in any one year the sum of \$500.

The Board is required to report to the Legislature annually. Its seal is the arms of the State surrounded by the inscription, "State of New York — the State Board of Charities," and its chief officers are a president and vice-president, elected annually from its members.

The State Charities Law, constituting chapter 55 of the Consolidated Laws, provides in part that:

"The state board of charities shall visit, inspect and maintain a general supervision of all institutions, societies or associations which are of a charitable, eleemosynary, correctional or reformatory character, whether state or municipal, incorporated or not incorporated, which are made subject to its supervision by the constitution or by law; and shall,

"1. Aid in securing the just, humane and economic administration of all institutions subject to its supervision.

"2. Advise the officers of such institutions in the performance of their official duties.

"3. Aid in securing the erection of suitable buildings for the accommodation of the inmates of such institutions aforesaid.

"4. Approve or disapprove the organization and incorporation of all institutions of a charitable, eleemosynary, correctional or reformatory character which are or shall be subject to the supervision and inspection of the board.

"5. Investigate the management of all institutions made subject to the supervision of the board, and the conduct and efficiency of the officers or persons charged with their management, and the care and relief of the inmates of such institutions therein or in transit.

“ 6. Aid in securing the best sanitary condition of the buildings and grounds of all such institutions, and advise measures for the protection and preservation of the health of the inmates.

“ 7. Aid in securing the establishment and maintenance of such industrial, educational and moral training in institutions having the care of children as is best suited to the needs of the inmates.

“ 8. Establish rules for the reception and retention of inmates of all institutions which, by section fourteen of article eight of the constitution, are subject to its supervision.

“ 9. Investigate the condition of the poor seeking public aid and advise measures for their relief.

“ 10. Administer the laws providing for the care, support and removal of state and alien poor and the support of Indian poor persons.

“ 11. Collect statistical information in respect to the property, receipts and expenditures of all institutions, societies and associations subject to its supervision, and the number and condition of the inmates thereof, and of the poor receiving public relief.”

In addition to the foregoing the Board is invested with power to transfer inmates from one State charitable institution to another, and has the supervision of the placing out of dependent children. It is empowered to issue licenses to dispensaries, homes for the care of aged, decrepit and feeble-minded persons who are not proper subjects for care and treatment in a hospital for the insane, and for cause may revoke such licenses. Besides discharging these duties it exercises such other functions as are devolved upon it by law.

MEMBERS AND OFFICERS

OF THE

STATE BOARD OF CHARITIES FOR THE YEAR 1914

MEMBERS APPOINTED BY THE GOVERNOR, BY AND WITH THE ADVICE AND CONSENT OF THE SENATE.

DISTRICTS.	Names and addresses.	Date of first appointment.
First Judicial..... (Counties of New York and Bronx.)	William R. Stewart, President, 31 Nassau street, New York City.	May 31, 1882
New York City.....	Stephen Smith, M. D., 260 West 76th street, New York City.	*Mar. 30, 1893
New York City.....	Thomas M. Mulry, 51 Chambers street, New York City.	May 29, 1907
New York City.....	Herman Ridder, 182 William street, New York City.	April 24, 1911
Second Judicial..... (Counties of Richmond, Suffolk, Nassau, Queens and Kings.)	J. Richard Kevin, M. D., 252 Gates Avenue Brooklyn.	Mar. 27, 1913
Third Judicial..... (Counties of Columbia, Sullivan, Ulster, Greene, Albany, Schoharie and Rensselaer.)	Simon W. Rosendale, Vice-President, 57 State street, Albany, N. Y.	Mar. 8, 1899
Fourth Judicial..... (Counties of Warren, Saratoga, Washington, Essex, Franklin, St. Lawrence, Clinton, Montgomery, Hamilton, Fulton and Schenectady.)	Frank F. Gow, M. D., Schuylerville, N. Y.	Nov. 27, 1912
Fifth Judicial..... (Counties of Onondaga, Oneida, Oswego, Herkimer, Jefferson and Lewis.)	Nicholas M. Peters, 306 Farmer street, Syracuse, N. Y.	Jan. 16, 1913
Sixth Judicial..... (Counties of Otsego, Delaware, Madison, Chenango, Broome, Tioga, Chemung, Tompkins, Cortland and Schuyler.)	Daniel Waite Burdick, 116 East State Street. Ithaca, N. Y.	Oct. 19, 1911
Seventh Judicial..... (Counties of Livingston, Wayne, Seneca, Yates, Ontario, Steuben, Monroe and Cayuga.)	Horace McGuire, 915 German Insurance Building, Rochester, N. Y.	June 9, 1908
Eighth Judicial..... (Counties of Erie, Chautauqua, Cattaraugus, Orleans, Niagara, Genesee, Allegany and Wyoming.)	William H. Gratwick, 1604 Marine Bank Bldg., Buffalo, N. Y.	April 17, 1901
Ninth Judicial..... (Counties of Dutchess, Putnam, Orange, Rockland and Westchester.)	Henry Marquand, Bedford Hills, N. Y.	Mar. 27, 1914

OFFICERS.

WILLIAM R. STEWART.....	PRESIDENT
SIMON W. ROSENDALE.....	VICE-PRESIDENT
ROBERT W. HEBBERD.....	SECRETARY
ROBERT W. HILL.....	SUPERINTENDENT OF STATE AND ALIEN POOR
RICHARD W. WALLACE.....	SUPERINTENDENT OF INSPECTION

\* Previously a Commissioner from First Judicial District, June 17, 1881 to May 25, 1882.





## ATTENDANCE OF COMMISSIONERS AT MEETINGS OF THE BOARD HELD DURING THE YEAR 1914

A.—Absent. P.—Present.

COMMISSIONERS.	Years of service.	Stated meeting, January 14, New York.	Special meeting, March 6, New York.	Stated meeting, April 16, New York.	Special meeting, June 16, New York.	Stated meeting, July 6, New York.	Stated meeting, October 14, New York.	Special meeting, November 18, Utica.	Special meeting, December 18, New York.	Number of meetings attended.
.....	33	P	P	P	P	P	P	P	P	8
.....	22	P	P	P	P	P	P	P	P	8
.....	7	P	P	P	P	P	P	P	P	8
.....	3	P	P	P	P	P	P	P	P	8
.....	1	P	P	P	P	P	P	P	P	8
.....	15	A	A	A	A	A	A	A	A	3
.....	2	A	A	A	A	A	A	A	A	5
.....	2	P	P	P	P	P	P	P	P	7
.....	3	P	P	P	P	P	P	P	P	8
.....	6	A	A	A	A	A	A	A	A	3
.....	13	A	A	A	A	A	A	A	A	6
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	4
.....	.....	7	7	10	11	11	9	7	9	.....

The twelve members of the Board constitute two inspection committees, the Eastern and the Western, for the more immediate oversight of the work in their respective districts. Seven Commissioners form the Eastern District Committee and five form the Western, and these committees usually meet monthly during the year. They seldom or never fail of a quorum. In addition to the eight stated and special meetings of the Board shown in the above table, the members of the Board in these two District Committees have held eighteen meetings, ten in the Eastern Inspection District and eight in the Western, with a combined average attendance of eight Commissioners. This is equivalent to at least nine additional meetings of the Board, which, if added to the stated and special meetings in the table, make seventeen at which a majority of the Board was in attendance during the calendar year.

### TEMPORARY QUARTERS OF THE BOARD

Following the fire which destroyed much of the west end of the Capitol at Albany on March 29, 1911, the rooms on the ground floor occupied by the Board became uninhabitable from the action of the water which was poured into the building to extinguish the flames. Temporary quarters were secured at the southwest corner of Washington avenue and Swan street, in a building known as "The Ariel Lathrop Residence," in which the offices of the Board opened immediately thereafter. This property had been bequeathed to the Emmanuel Baptist Church for use as a parsonage, but because of the necessary expense of maintaining so large a house, the bequest was not accepted, and litigation concerning the ownership had not been settled when the Board first occupied the building. Fortunately for the Board, the property finally came into the possession of certain charitable institutions of Albany, which now receive an annual rental of two thousand dollars (\$2,000), for its use.

The building, although not of modern construction, is unusually large for a private residence, exceptionally well lighted, and admirably adapted to the Board's use in many respects. The basement and part of the large attic serve for storage purposes, the first and second floors accommodate the general office employees, the Department of Inspection and the Department of State and

Alien Poor, with the exception of the Bureau of Analysis and Investigation, the employees of which occupy rooms in the attic. Inasmuch as the Board has been compelled to occupy this building for so long a time pending the completion of the repairs in the Capitol, it is fortunate that such suitable quarters were available.

While the employees have been thus well provided for, a serious inconvenience to the members of the Board resulted from the lack of a suitable room in the building for the meetings of the Board, which have therefore usually been held in the branch offices in New York City. The Commissioners from the central and western part of the State have been compelled to travel the extra distance and devote longer time to the Board's service on this account, but they have been faithful in their attendance at meetings of the Board and its Committees.

It is gratifying to note that rooms numbered 428-434 inclusive, on the fourth floor of the Capitol have been assigned to the Board by the Trustees of Public Buildings, and that the work of fitting them for the Board's use is rapidly approaching completion. The new quarters will be adapted to the use of the Board, having been arranged with a view to its needs. It will be a pleasure to return to the Capitol after a four years' enforced absence as a result of the fire.

#### THE NEW YORK CITY OFFICE OF THE BOARD

As a large part of the Board's work is carried on in New York City and vicinity, the New York office of the Board is a place of more than usual activity. During the year 1914 not less than eighty meetings of the Board and of its various committees were held at this office, which was also used as a meeting place for various other bodies interested in the public and the private charitable work of the State. Throughout August and September desk-room was given to the employees of the State Commission to Investigate Provision for the Mentally Deficient, of which the secretary of the Board is chairman.

Besides being used to a large extent by the principal officers of the Board, the New York offices are the headquarters of the Superintendent of the Eastern Inspection District, the Deputy Super-

intendent of State and Alien Poor, five inspectors of the Department of Inspection, and an inspector and three transfer agents of the Department of State and Alien Poor, and in addition accommodate six office employees.

### ELECTION OF OFFICERS

At the Board's stated meeting of April 15, 1914, the annual election of officers was held in accordance with the by-laws, and President William Rhinelanders Stewart and Vice-President Simon W. Rosendale were unanimously reelected to their respective offices for the following year.

### THE COMMITTEES OF THE BOARD

- ON PUBLICATION: The President, Commissioners Rosendale and Ridder.
- ON FINANCE: The President, Commissioners Smith and Mulry.
- ON INSPECTION: Commissioners Smith, Gratwick and Mulry.
- ON STATE AND ALIEN POOR: Commissioners Gratwick, Burdick and Gow.
- ON REFORMATORIES: Commissioners Peters, Smith and Marquand.
- ON IDIOTS AND FEEBLE-MINDED: Commissioners Rosendale, Smith and Burdick.
- ON SOLDIERS AND SAILORS' HOMES: Commissioners Burdick, McGuire and Gratwick.
- ON CRAIG COLONY: Commissioners McGuire, Gratwick and Burdick.
- ON THOMAS INDIAN SCHOOL: Commissioners Gratwick, McGuire and Peters.
- ON THE BLIND: Commissioners Gratwick, Ridder and Gow.
- ON THE DEAF: Commissioners Mulry, Gratwick and McGuire.
- ON ALMSHOUSES: Commissioners Rosendale, Burdick and Marquand.
- ON ORPHAN ASYLUMS: Commissioners Ridder, Smith and Burdick.
- ON HOSPITALS: Commissioners Smith, McGuire and Marquand.
- ON LEGISLATION: Commissioners McGuire, Kevin and Marquand.

ON CONSTRUCTION OF BUILDINGS: (Eastern Inspection District) Commissioners Smith, Ridder and Marquand; (Western Inspection District) Commissioners McGuire, Gratwick and Burdick.

ON PLACING-OUT OF CHILDREN: Commissioners Mulry, Burdick and Ridder.

ON DISPENSARIES: Commissioners Smith, Gow and Kevin.

ON SANATORIA FOR CONSUMPTIVES: Commissioners Gow, Rosendale and Mulry.

ON LEGAL QUESTIONS: Commissioners Rosendale and McGuire.

ON STATE HOSPITAL FOR CRIPPLED AND DEFORMED CHILDREN: Commissioners Mulry and Marquand.

ON EDUCATION: Commissioners Ridder, Rosendale and McGuire.

ON JUVENILE COURTS AND THE PROBATION SYSTEM: Commissioners Peters, Gratwick and McGuire.

EASTERN INSPECTION DISTRICT: The President, Chairman; Commissioners Smith, Mulry, Ridder, Kevin, Rosendale and Marquand.

WESTERN INSPECTION DISTRICT: Commissioner Gratwick, Chairman; Commissioners Gow, Peters, Burdick and McGuire.

### THE WORK AND DUTIES OF THE BOARD

Under the provisions of the State Constitution, the State Charities Law and the Poor Law, the Board is required to visit, inspect and maintain a general supervision over more than seven hundred public and private charitable institutions. These institutions have an average daily population of more than 87,000, and expend annually some \$38,000,000 in carrying on their work. Formal investigations of these institutions by committees of the Board are also frequently necessary.

The Board is also required, by constitutional, as well as by statutory provisions, to adopt rules and regulations governing the reception and retention of the inmates of private charitable institutions for whose care public moneys are paid, and also to see that such rules and regulations are observed.

Pursuant to the requirements of the Membership Corporations Law, it is further made the duty of the Board to pass upon and to approve such corporations having for their objects the care of



children, or the maintenance of hospitals, dispensaries or homes for the aged. Under the provisions of the State Charities Law the Board is required to issue licenses to dispensaries before they can carry on work in this State.

It is also an important part of the Board's work to administer the laws with relation to State, alien and Indian poor, which is of itself a task of large dimensions.

As required by the State Charities Law and the Poor Law, as well as by its own rules in the case of the private charities, the Board is obliged to pass upon the plans of buildings of almshouses and other institutions under its general supervision.

Briefly stated, these are the principal duties of the Board. They call for much attention to detail and, in addition to the members of the Board, a considerable force of paid employees is required to comply with the provisions of the Constitution and of the statutes devolving work and duties upon the Board.

### **THE SUPERVISION OF CHARITABLE INSTITUTIONS NOT IN RECEIPT OF PUBLIC MONEYS**

The Board considers it to be a part of its public duty to repeat the following item from its reports to the Legislatures of 1911 and 1912:

The reports of the Board from 1897 to 1899, inclusive, contained statistics of the work of practically all of the organized charities of the State, both public and private, whether in receipt of public moneys or not, and such institutions were visited and inspected by the Board's representatives. The decision of the Court of Appeals, handed down January 9, 1900, in the proceedings against the New York Society for the Prevention of Cruelty to Children, which in 1899 refused to allow an inspection by a representative of the Board, cast such doubt upon the right and duty of the Board to continue the visitation and inspection of institutions not in receipt of public moneys that such visitations and inspections have since been discontinued. Frequent requests have come to the Board urging it to seek to continue this work either through attempted legislation or by a further appeal to the courts, but it has not seemed wise to adopt such a course. Some form, however, of State supervision over all charitable institutions at

work in this State, the Board believes to be necessary for the following reasons:

1. It is the paramount duty of the State to safeguard the interests of the inmates of the institutions, rather than to insure the efficient expenditure of public moneys, however important that may be.

2. The people of the State should know annually to what extent dependency exists within its borders and the methods of relief employed. This information can be had in complete form only when all the institutions are required to make reports.

3. The work of private relief is carried on mainly by corporations organized under the laws of the State, to perform duties essentially public in their nature. Such work may wisely supplement that of the public authorities or, if improperly carried on, may increase the public burdens.

The people are entitled to know how these charitable creations which the State has brought into being fulfill the functions for which they were incorporated. Moreover, trust funds given for the aid of the poor, should be examined by State authority from time to time, to insure the protection and proper use of such funds. Some of these private charitable trust funds now amount to millions of dollars, the income from which is being expended without any outside supervision whatever. The safeguarding of moneys given for the relief of the poor is not less important than the supervision of the funds of banks and insurance companies, and in some respects it may be considered even more essential, because charitable institutions are not required to show either profit or loss in operation, and there is naturally less check in them upon the uses of moneys than exists in business corporations, where financial results may be expected to control improper expenditures. Besides which charitable corporations seldom receive the attention from managers or directors which is given to business enterprises.

The Board respectfully submits the foregoing facts for the consideration of the Legislature.

## APPROPRIATIONS TO THE BOARD BY THE LEGISLATURE OF 1914

### Appropriation Bill

The appropriation bill, chapter 529 of the Laws of 1914, made the following appropriations for carrying on the Board's work:

#### OFFICIAL SALARIES

For salaries of:

secretary, six thousand dollars (\$6,000);  
superintendent of inspection, three thousand dollars (\$3,000);

#### GRADED EMPLOYEES

eleventh grade, one employee, two thousand five hundred dollars (\$2,500);  
seventh grade, five employees, seven thousand five hundred dollars (\$7,500);  
sixth grade, one employee, one thousand dollars (\$1,000);  
fifth grade, six employees, five thousand four hundred dollars (\$5,400);  
fourth grade, one employee, seven hundred twenty dollars (\$720);  
third grade, one employee, six hundred dollars (\$600).

#### TEMPORARY SERVICES

For temporary services, five hundred dollars (\$500).

#### COMMISSIONERS' AND SECRETARY'S EXPENSES

For actual and necessary expenses of the commissioners and secretary in the performance of their official duties, two thousand dollars (\$2,000).

#### COMMISSIONERS' COMPENSATION

For compensation of twelve Commissioners, as provided by section five of chapter fifty-seven of the laws of nineteen hundred and nine, being the State Charities Law, one thousand dollars (\$1,000).

**EMPLOYEES' EXPENSES**

For actual and necessary traveling expenses of the employees of the department in the performance of their official duties, two thousand dollars (\$2,000).

**OFFICE EXPENSES**

For furniture, books, blanks, printing, binding, telephone and telegraph service and other necessary office expenses, eight thousand dollars (\$8,000).

**POSTAGE AND TRANSPORTATION**

For postage and transportation of letters, official documents, and other matter sent by express or freight, including boxes or covering for same, one thousand eight hundred dollars (\$1,800).

**New York Office****OFFICIAL SALARIES**

For salaries of:

the superintendent, two thousand dollars (\$2,000);  
eighth grade, one employee, one thousand eight hundred dollars (\$1,800);  
seventh grade, five employees, seven thousand five hundred dollars (\$7,500);  
fifth grade, one employee, nine hundred dollars (\$900);  
fourth grade, two employees, one thousand four hundred forty dollars (\$1,440).

**State and Alien Poor****OFFICIAL SALARIES**

For salaries of:

superintendent, three thousand five hundred dollars (\$3,500);  
deputy superintendent in New York City, two thousand dollars (\$2,000);

**GRADED EMPLOYEES**

ninth grade, one employee, two thousand dollars (\$2,000);  
seventh grade, eleven employees, fifteen thousand six hundred dollars (\$15,600);

sixth grade, six employees, seven thousand two hundred dollars (\$7,200);  
 fifth grade, two employees, one thousand eight hundred dollars (\$1,800);  
 fourth grade, five employees, three thousand six hundred dollars (\$3,600).

#### OFFICE EXPENSES

For furniture, books, blanks, printing, binding, telephone and telegraph service and other necessary office expenses, one thousand five hundred dollars (\$1,500).

#### REMOVALS, ETC.

For maintenance, transportation and removal of state, nonresident and alien poor, thirty thousand dollars (\$30,000).

#### TRAVELING EXPENSES

For the actual and necessary traveling expenses of superintendent and inspectors in the performance of their official duties, four thousand dollars (\$4,000).

### APPROPRIATIONS REQUESTED FROM THE LEGISLATURE OF 1915

#### OFFICIAL SALARIES

For the salaries of:

secretary, six thousand dollars (\$6,000);  
 superintendent of inspection, three thousand dollars (\$3,000).

#### GRADED EMPLOYEES

eleventh grade, one employee, two thousand five hundred dollars (\$2,500);  
 eighth grade, one employee, one thousand eight hundred dollars (\$1,800);  
 seventh grade, four employees, six thousand dollars (\$6,000);  
 sixth grade, six employees, six thousand dollars (\$6,200);  
 fifth grade, one employee, nine hundred dollars (\$900);  
 fourth grade, one employee, seven hundred and twenty dollars (\$720);  
 third grade, one employee, six hundred dollars (\$600).

## TEMPORARY SERVICES

For temporary services, five hundred dollars (\$500).

## COMMISSIONERS' AND SECRETARY'S EXPENSES

For actual and necessary expenses of the commissioners and secretary in the performance of their official duties, three thousand dollars (\$3,000).

## COMMISSIONERS' COMPENSATION

For compensation of twelve commissioners, as provided by section 5 of chapter 57 of the laws of 1909, being the State Charities Law, two thousand five hundred dollars (\$2,500).

## EMPLOYEES' EXPENSES

For actual and necessary traveling expenses of the employees of the department in the performance of their official duties, four thousand five hundred dollars (\$4,500).

## OFFICE EXPENSES

For furniture, rent, books, blanks, heating and lighting, printing and other necessary and incidental office expenses, ten thousand dollars (\$10,000).

## POSTAGE AND TRANSPORTATION

For postage and transportation of letters, official documents, and other matter sent by express or freight, including boxes or covering for same, one thousand eight hundred dollars (\$1,800).

## New York Office

## OFFICIAL SALARIES

For salary of superintendent, two thousand dollars (\$2,000).

## GRADED EMPLOYEES

eighth grade,	one employee, one thousand eight hundred dollars (\$1,800);
seventh grade,	five employees, seven thousand five hundred dollars (\$7,500);
sixth grade,	one employee, one thousand dollars (\$1,000);

fifth grade, one employee, nine hundred dollars (\$900);  
 fourth grade, one employee, seven hundred twenty dollars  
 (\$720).

### State and Alien Poor

#### OFFICIAL SALARIES

For salaries of:

superintendent, four thousand dollars (\$4,000);  
 deputy superintendent in New York City, two thousand dollars  
 (\$2,000);

#### GRADED EMPLOYEES

ninth grade, one employee, two thousand dollars (\$2,000);  
 seventh grade, eleven employees, fifteen thousand six hundred  
 dollars (\$15,600);  
 sixth grade, six employees, seven thousand two hundred  
 dollars (\$7,200);  
 fifth grade, seven employees, five thousand eight hundred  
 dollars (\$5,800).

#### OFFICE EXPENSES

For furniture, books, printing, messages, and other necessary  
 incidental office expenses, two thousand dollars (\$2,000).

#### REMOVALS, ETC.

For maintenance, transportation and removal of state, nonresi-  
 dent and alien poor, forty-five thousand dollars (\$45,000).

#### TRAVELING EXPENSES

For the actual and necessary traveling expenses of superin-  
 tendent and inspectors in the performance of their official duties,  
 six thousand dollars (\$6,000).

#### Supply Bill

#### COMMISSIONERS' COMPENSATION

For compensation of twelve commissioners, as pro-  
 vided by section five of chapter fifty-seven of the  
 laws of nineteen hundred nine, being the State  
 Charities Law, and including the compensation  
 unpaid on October first, nineteen hundred four-  
 teen, one thousand dollars.

\$1,000 00

## COMMISSIONERS' AND SECRETARY'S EXPENSES

For actual and necessary expenses of the commissioners and secretary in the performance of their official duties, including expenses incurred prior to and unpaid on October first, nineteen hundred fourteen, one thousand dollars.	\$1,000 00
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## EMPLOYEES' EXPENSES

For actual and necessary traveling expenses of the employees of the department in the performance of their official duties, two thousand dollars.	2,000 00
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## OFFICE EXPENSES

For deficit September 30, 1914.	69 25
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Total desired in the Supply Bill	<u>\$4,069 25</u>
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## THE CHARITY LEGISLATION OF 1914

The most important of the enactments by the Legislature of 1914, affecting charitable, reformatory and related work in this State, are contained in the following summary:

## GENERAL LAWS

## The State Charities Law

Assembly bill No. 266, introduced by Mr. Magee, entitled "An Act to amend the State Charities Law in relation to the Craig Colony for Epileptics, and repealing certain sections thereof," became chapter 39 and amended the State Charities Law by inserting therein a new section, as follows:

§ 109. Admission, detention and discharge of patients. 1. The superintendent of the poor or the proper city poor law officer shall have two qualified physicians examine each eligible candidate for admission to the Craig Colony for Epileptics as to mental competency and have them state in writing, under affidavit on prescribed forms the results of such examination of the applicant. Such examiner shall not be a relative of the applicant or a manager, superintendent or be otherwise connected with the Craig Colony for Epileptics and shall be a reputable physician, a graduate of an incorporated medical school and shall be in the actual practice of his profession for at least three years. The superintendent of the poor or city poor law officer mentioned under the laws governing the colony shall then if the applicant appears incompetent make application to a judge of a court of record of the county



or a justice of the supreme court of the judicial district in which the alleged incompetent epileptic resides or may be, for the purpose of having the incompetency of such applicant determined in the usual manner. If the applicant is adjudged incompetent he shall then be committed by the court to the Craig Colony for Epileptics under the provisions of this act.

2. All applicants for admission to the Craig Colony for Epileptics, who are alleged to be incompetent mentally shall have an opportunity for a hearing before the court to whom the application is to be made for the commitment of the applicant to the said Craig Colony for Epileptics.

Notice of the application for commitment shall be served personally at least three days before making such application, upon the epileptic alleged to be incompetent and also upon the husband or wife, father or mother or next of kin to such alleged incompetent epileptic, if there be any such known to be residing within the county and if not, upon the person with whom such alleged incompetent epileptic may at the time reside.

The judge, to whom the application is to be made, may dispense with such personal service or may direct substitute service to be made upon some person to be designated by him. He shall in the certificate to be attached to the application form state his reason for dispensing with personal service, if such service is not deemed necessary or advisable. The judge to whom such application is made, may if no demand is made for a hearing in behalf of the alleged incompetent, proceed forthwith to determine the question of incompetency and if satisfied that the alleged epileptic is incompetent may issue an order for the commitment of such person to the custody of the Craig Colony for Epileptics. Such judge may in his discretion require other proofs in addition to the petition and certificate of the medical examiner and before mentioned poor law officer.

3. The order of commitment shall be accompanied by a written statement of the judge as to the financial condition of the incompetent epileptic and of the persons legally liable for his maintenance as far as can be ascertained. The superintendent of the Craig Colony for Epileptics shall, whenever a vacancy exists in the quota allowed the county of which the applicant is a legal resident, admit the applicant. The petition of the applicant, the certificate of the medical examiners, the order directing a further hearing as provided in this section, if one be issued, and the decision of the judge or referee, and the order of commitment shall be presented at the time of the commitment to the superintendent of Craig Colony for Epileptics and verbatim copies shall be forwarded by such superintendent and filed in the office of the state board of charities. The superintendent of Craig Colony for Epileptics may refuse to receive any person upon any such order, if the papers required to be presented shall not comply with the provisions of this section, or if in his judgment, such person is not epileptic within the meaning of this statute, or if received, such person may be discharged.

If a person ordered to be committed, pursuant to this chapter, or any friend in his behalf, is dissatisfied with the final order of a judge or justice committing him, he may within ten days after the making of such order appeal therefrom to a justice of the supreme court other than the justice making the order, who shall cause a jury to be summoned as in case of proceedings for the appointment of a committee for the incompetent person, and shall try the question of such incompetency in the same manner as in proceedings for the appointment of a committee. If the verdict of the jury be that such person is incompetent, the justice shall certify that fact and make an order of commitment as upon the original hearing. Such order shall be presented, at the time of the commitment of such incompetent epileptic, to the superintendent in charge of said colony to which the person is committed, and a copy thereof shall be forwarded to the state board of charities by such superintendent or person in charge and filed in the office thereof. Proceedings under the order shall not be stayed pending an appeal therefrom, except upon an order of a justice of the supreme court, and made upon a notice, and after a hearing, with provisions made therein for such temporary care or confinement of the alleged incompetent epileptic as may be deemed necessary. If a judge shall refuse to grant an application for an order of commitment of an incompetent epileptic proved to be dangerous to

himself or others, if at large he shall state his reason for such refusal in writing, and any person aggrieved thereby may appeal therefrom in the same manner and under like conditions as from an order of commitment.

4. The costs necessarily incurred in determining the question of the incompetency of a poor or indigent epileptic under this chapter including the fees allowed by the judge or justice ordering the commitment to the medical examiner or medical witnesses called by him and other necessary expenses, and in securing the admission of such person into said colony and the expense of providing proper clothing for such person in accordance with the rules and regulations adopted by the state board of charities, shall be a charge upon the town, city or county in which the alleged incompetent epileptic shall have gained a legal settlement under the provisions of the poor law and in case such person has gained no such legal settlement, then such expense shall be a charge upon the county in which the incompetent person may be at the time of the commitment; but in the city of New York all fees of medical examiners and medical witnesses appointed or called by a judge of any court of said city for the purpose of determining the question of the incompetency of such person, and not heretofore paid, may be audited and allowed in the first instance either by the judge or justice appointing the medical examiners or by the comptroller of said city and shall be paid by the chamberlain of said city on the warrant of the comptroller from the court fund and charged to the proper county within said city. If the person sought to be committed is not a poor or indigent person, the costs and expenses of the proceeding to determine his incompetency and secure his commitment paid by any town, city or county may be collected by it from the estate of such person, or from the persons legally liable for his maintenance.

5. It shall be the duty of said colony, and for that purpose it is hereby vested with the authority to detain all such mentally incompetent epileptics as shall be duly committed thereto in accordance with the provisions of law and the rules and regulations of said colony including the right to arrest and return any who may escape therefrom, until duly discharged by the board of managers of said colony, or by an order of the supreme court.

6. The superintendent of the Craig Colony for Epileptics shall be given power under this act to secure the commitment of such of its inmates who, after being admitted in any other manner than by commitment, prove after examination to be mentally incompetent, after an opportunity has been given the relatives or legal guardian of such patient to be heard, such commitment to be made by the court in the case of such an individual the same as in case of a person regularly committed at the time of admission to the colony.

7. It shall be the duty of the superintendent of the poor in every county and of the poor authorities of every city to furnish annually to the state board of charities, a list of all epileptics in their respective jurisdictions, so far as the same can be ascertained with such particulars as to the condition of such epileptic as shall become a charge for his or her maintenance on any of the towns, cities or counties of this state. It shall be the duty of all poor authorities of such city, and of the county superintendent of the poor, and of the supervisors of such county, to place such epileptics in the said colony, as soon as accommodations are available. Any parent, guardian or friend of an epileptic within this state may make application to the poor authorities of any city or the superintendent of the poor of any county where such epileptic resides, showing by satisfactory affidavit or other proof, that the health, morals, comfort or welfare of such epileptic may be endangered or not properly cared for, if not placed in such colony; and thereupon it shall be the duty of such officer or board to whom such application may be made to place such epileptic in said colony when accommodations are available. The board of supervisors shall provide for the support of such patients, except those properly supported by the state, and may recover for the same from the parents or guardians. Preference shall always be given to poor or indigent epileptics, or the epileptic children of poor or indigent persons, over all others; and preference shall always be given to

such as are able to support themselves only in part, over those who are able or who have parents who are able wholly to furnish such support.

8. There shall be received and gratuitously supported in the colony, epileptics of normal mentality residing in the state, who, if of age, are unable, or if under age whose parents or guardians are unable to provide for their support therein. They shall be designated state patients. All such epileptics of normal mentality shall be received into the colony, only upon the official application of a county superintendent of the poor, or the poor authorities of any city upon forms approved by the state board of charities containing the written request of the persons desiring to send them, stating the name, age, place of nativity, if known, the town, city or county in which such applicants respectively reside and the ability of their respective parents or guardians or others to provide for their support in whole or in part, and if in part only, stating what part; and stating also the degree of relationship or other circumstances of connection between the applicant and the persons requesting their admission; which statement in all cases must be verified by the affidavits of the petitioners and accompanied by the opinions regarding epilepsy and mental competency, with affidavit, of a qualified physician; all residents of the same county with the epileptic patient and all acquainted with the facts and circumstances stated. An epileptic of proved normal mentality thus received shall not be detained after he or his relative nearest of kin or legal guardian, if a minor, shall have given due notice in writing of his or their intention to leave or remove him from the colony. Such additional number of epileptics as can be conveniently accommodated shall be received into the colony by the managers on such terms as shall be just and shall be designated as private patients.

Assembly bill No. 268, introduced by Mr. Magee, entitled "An act to amend the State Charities Law in relation to making autopsies at Craig Colony for Epileptics," became chapter 40 and amended subdivision 11 of section 107 of the State Charities Law by providing that the Superintendent of the Colony shall have power, subject to the supervision and control of the

"board of managers, in case of the death of any patient at such institution who shall have been maintained therein wholly at public expense, to make or cause to be made at the said Craig Colony by a member or members of its medical staff an autopsy on the body of such patient, provided that such autopsy be made in such manner as will cause the least possible mutilation, and provided also that the said Craig Colony shall print conspicuously upon all application blanks used in admitting patients to the institution the fact that the officers of said colony have the above stated powers in relation to the making of autopsies."

Senate bill No. 403, introduced by Mr. Peckham, entitled "An act to amend the State Charities Law in relation to the Rome State Custodial Asylum," became chapter 165 and amends section 94 of the State Charities Law providing for the commitment to the asylum by the superintendents of the poor of the various counties of the State of feeble-minded persons and idiots, and for the maintenance of such persons.

Senate bill No. 696, introduced by Mr. Walters, entitled "An act to amend the State Charities Law in relation to commitments

to the Shelter for Unprotected Girls at Syracuse," became chapter 166 and amends section 381 of the State Charities Law with relation to commitments to the Shelter for Unprotected Girls at Syracuse.

Assembly bill No. 1306, introduced by Mr. Stoddard, entitled "An act to amend the State Charities Law in relation to the commitment of the feeble-minded," became chapter 361, and adds the following new section to the State Charities Law:

§ 461. **Commitments of feeble-minded.** It shall be the duty of a judge of a court of record, on application of a parent, guardian, friend or relative, or of any poor law official, or of any probation or parole officer, or of any superintendent or principal of schools, to set a date for a hearing for the determination of the mental status of any alleged feeble-minded person. Due notice shall be given to parties at interest as to the hearing, the date thereof, and full opportunity shall be given for a presentation of evidence concerning the mental status of the alleged feeble-minded person. When it shall appear to the satisfaction of the court that the individual named in the application is feeble-minded and that it is for the best interests of the individual and of the community that he be committed to a public institution for the feeble-minded, the judge may commit such feeble-minded person to such institution, using such form of commitment as shall be prescribed by the state board of charities, and such person shall be detained therein until duly discharged by direction of the board of managers thereof.

Every application for commitment shall be accompanied by the certificate of two medical practitioners, certifying that the person to whom the application relates has been examined by each of them as to his mental capacity and that in their opinion the person is feeble-minded.

Assembly bill No. 591, introduced by Mr. Fuller, entitled "An act to amend the State Charities Law in relation to the retention of inmates in charitable institutions," became chapter 405, and amended the State Charities Law by adding the following new section at the end of article twenty-two:

§ 460. **Commitments to institutions.** Whenever the board of managers or superintendent of any public charitable or custodial asylum or institution for the feeble-minded, idiots or epileptics, shall decide that it is for the best interests of the individual as well as of the state that any inmate of such institution should be longer retained therein, such official or board may apply to the judge of a court of record in the district in which the institution is located for the commitment of such individual to such institution. Such application having been made it shall be the duty of the judge of such court to name a day for a hearing on such application, and if after due notice to the parents or guardians, and full opportunity has been given for the presentation of evidence by all parties in interest, the judge shall concur in the opinion, he may commit such individual to the care and custody of such institution, and such person shall be detained therein until discharged by direction of the board of managers thereof, using such form of commitment as may be approved for the use of the various institutions by the state board of charities. Where it becomes necessary to have appointed a committee of a feeble-minded or epileptic incompetent person to legally settle an estate in which such incompetent feeble-minded or epileptic person has a legal or financial interest or for any other purpose the superintendent of the asylum or institution in which such incompetent person is confined or cared for is hereby empowered to make application to a court of competent jurisdiction for the appointment of such committee.

Senate bill No. 398, introduced by Mr. Blauvelt, entitled "An act to amend the State Charities Law in relation to estimates," became chapter 517 and amends section 45 of the State Charities Law with relation to quarterly or monthly estimates of expenses submitted to the Fiscal Supervisor by the State charitable and reformatory institutions.

### THE POOR LAW

Assembly bill No. 377, introduced by Mr. Cristman, became chapter 135 and amended section 84 of the Poor Law in relation to the burial of soldiers, sailors or marines, and section 85, making provision for headstones of deceased veterans.

### STATE COMMISSION TO INVESTIGATE PROVISION FOR THE MENTALLY DEFICIENT

Senate bill No. 272, introduced by Mr. Foley, entitled "An act to create a commission to investigate provision for the mentally deficient and making an appropriation for its expenses," became chapter 272, and reads as follows:

Section 1. A commission is hereby created, consisting of five persons to be appointed by the governor. The governor shall designate one of the members appointed by him as chairman of the commission. Vacancies in the membership of such commission, from any cause, shall be filled in the same manner and by the same appointive power as the original appointment. It shall be the duty of such commission to investigate the subject of the public provision for the care, custody, treatment and training of the mentally deficient, including epileptics.

§ 2. The members of the commission shall serve without compensation, but shall be allowed their necessary expenses and the expenses of the commission. The commission shall have power to appoint a secretary. The commission shall submit a full and final report, including such recommendations for legislation by bill or otherwise, as in its judgment may seem proper, to the legislature on or before the fifteenth day of February, nineteen hundred and fifteen.

§ 3. For the purposes of such investigation, such commission is hereby authorized to issue subpoenas for and to compel the attendance of witnesses and the production of books, papers and other evidence, to administer oaths and to examine witnesses and papers respecting all matters pertaining to the subjects referred to in the first section of this act, to purchase books and supplies and employ all necessary clerical and other assistance within the amount appropriated therefor by this act. If the commission shall appoint from its members subcommittees to make inquiry into one or more of the subjects referred to in the first section, such subcommittees shall have the same powers with respect to compelling the attendance of witnesses and the production of papers, administering oaths and examining witnesses and papers, as are herein conferred upon the commission. The commission may examine and investigate methods and institutions and the results of similar investigations in other states and visit and conduct hearings for that purpose therein.

§ 4. The sum of ten thousand dollars (\$10,000), or so much thereof as may be necessary, is hereby appropriated out of any moneys in the state treasury not otherwise appropriated, for the purposes of this act, to be paid out by the state treasurer upon the warrant of the comptroller on the certificate of the chairman of such commission.

§ 5. This act shall take effect immediately.

The members of this Commission, five in number, were appointed by Governor Glynn on July 24, 1914, and consisted of Secretary Robert W. Hebbard of the State Board of Charities as chairman of the Commission; Dr. Max G. Schlapp, director, Clearing House for Mental Defectives, Department of Public Charities of New York City; Dr. Charles L. Dana, professor of Neurology, Cornell Medical College, New York City; Dr. Stephen P. Duggan, professor of Education of the College of the City of New York; and Mrs. Mary C. Dunphy, superintendent of Children's Hospitals and Schools, Randall's Island, New York City. The Commission thus created met and organized on July 28, 1914. Mr. Richard M. Neustadt of New York City was made the Secretary. On November 22, 1914, Commissioners Dana and Duggan resigned. These vacancies were filled by the Governor by the appointment on December 26, 1914, of Herman S. Weet of Rochester and on December 30, 1914, of Aaron Denenholz, M. D., of New York City. A large amount of testimony has been taken in relation to the public provision for the care, custody, treatment and training of the mentally defective, including epileptics.

This Board has closely cooperated with the Commission and is confident that the report of the latter will lead to improved methods of caring for the feeble-minded in this State.

### FINANCE LAW

Assembly bill No. 608, introduced by Mr. MacDonald, became chapter 215 and amended section 17 of the State Finance Law by providing for the addition of the Fiscal Supervisor of State Charities as a member of the Salary Classification Commission, so that the Commission shall consist of the president of the State Board of Charities, the State Comptroller and the Fiscal Supervisor of State Charities.



## CODE OF CRIMINAL PROCEDURE

Senate bill No. 569, introduced by Mr. Thompson, became chapter 353 and amended section 892 of the Code of Criminal Procedure so that the same reads as follows:

§ 892. Certificate to constitute record of conviction, and to be filed; commitment of vagrants. The magistrate must immediately cause the certificate which constitutes the record of conviction, together with the testimony taken before him as to the residence of such vagrant, to be filed in the office of the clerk of the county, and must, by a warrant signed by him, with his name of office, commit the vagrant for not exceeding six months at hard labor, to the penitentiary or county jail. In those counties of the state where the distinction between county poor and town poor is maintained, the expense of the conviction and maintenance during the commitment of any vagrant committed to the county jail, who shall, at the time of such commitment, have obtained a legal settlement in one of the towns of the county in which said persons shall be convicted, shall be a charge upon the town where they may reside at the time of such commitment.

## THE PUBLIC HEALTH LAW

Senate bill No. 604, introduced by Mr. Seely, became chapter 318 and amended section 320 of the Public Health Law with relation to the reporting of cases of tuberculosis by health officers, boards of health and physicians.

Senate bill No. 67, introduced by Mr. Herrick, became chapter 365 and added the following new article to the Public Health Law:

### ARTICLE 17-a.

#### *Suppression of Certain Nuisances.*

Section 343-a. Nuisance defined.

343-b. Action to enjoin nuisance.

343-c. Jurisdiction and procedure.

343-d. Trial of action.

343-e. Discontinuance of action; substitution.

343-f. Costs.

343-g. Permanent injunction.

343-h. Violation of injunction.

343-i. Effect if portion of article unconstitutional.

§ 343-a. Nuisance defined. For the purpose of this article any house, building, place or any separate part or portion thereof, or the ground itself, in or upon which assignation or prostitution is conducted, practiced, permitted, carried on or exists is declared a nuisance, and whoever knowingly shall erect, establish, permit, continue, maintain, own, lease or sublease any house, building, erection, place or any separate part or portion thereof, used for such purposes, shall be guilty of maintaining a nuisance.

§ 343-b. Action to enjoin nuisance. When a nuisance is created, conducted, kept, maintained, permitted or exists in any county, the district attorney of the county, any taxpayer residing in the immediate neighborhood of the alleged nuisance, or any domestic corporation organized for the suppression of vice, subject to or which submits to visitation by the state board of charities, and possesses a certificate from such board of such fact and of conformity with its regulations, may maintain an action in the name of the people of the state of New York, upon the relation of such taxpayer, corporation or district attorney, to perpetually enjoin such nuisance by any owner,

agent, lessee, occupant or employee, of the house, building, erection, place or any separate part or portion thereof or ground, in or upon which such nuisance is alleged to be conducted, kept, permitted or exists.

§ 343-c. Jurisdiction and procedure. Such action shall be brought in the supreme court of the county in which the property is situated. At or before the commencement of the action a complaint alleging the facts constituting the nuisance shall be filed in the office of the clerk of the county, together with a notice of the pendency of the action, containing the names of the parties, the object of the action and a brief description of the property affected thereby. Such notice shall be immediately recorded by the clerk in accordance with the provisions of section sixteen hundred and seventy-two of the code of civil procedure. After the filing of the complaint, application for a temporary injunction may be made to the supreme court or a judge thereof who shall grant a hearing thereon if satisfied of the good faith of the application and shall direct the service upon the owner, agent or occupant of the property in or upon which a nuisance is alleged to exist, of a copy of the complaint, together with a notice of the time and place of the hearing of the application. Such notice shall be served at least five days before the hearing. If the hearing be continued at the instance of the defendant, a temporary injunction restraining any person from continuing such nuisance shall issue as a matter of course. If upon the hearing, the allegations be sustained to the satisfaction of the court or judge, such court or judge shall issue a temporary injunction, without bond, restraining any person from continuing the nuisance.

§ 343-d. Trial of action. The action for the permanent injunction shall be triable at the term of the supreme court immediately following the issuance of the temporary injunction as provided in this article. In such action evidence of the common fame and general reputation of the place, of the inmates thereof, or of those resorting thereto, shall be competent evidence to prove the existence of the nuisance. An admission or finding of guilt of any person of a violation of section eleven hundred and forty-six of the penal law at such place shall be presumptive evidence of the nuisance.

§ 343-e. Discontinuance of action; substitution. If the action be commenced by a taxpayer it shall not be discontinued, except upon the sworn statement of the relator, or his attorney, stating the reason why the action should be discontinued, and no application for discontinuance shall be granted nor shall the action be dismissed upon default, unless approved in writing or in open court by the district attorney of the county wherein the action is pending. If the court rejects the application for discontinuance, it shall direct the district attorney to prosecute such action to judgment. If any such action be continued more than one term of court, any taxpayer or the district attorney of the county wherein the action is pending may, on order of the court, be substituted for the relator, and prosecute such action to judgment.

§ 343-f. Costs. If the action be brought by a taxpayer or a corporation and the court finds that there were no reasonable grounds for such action, the costs thereof shall be taxed against the relator.

§ 343-g. Permanent injunction. If the existence of the nuisance be established upon the trial, a judgment shall be entered which shall permanently and perpetually enjoin the defendant or defendants and any other owner, agent, lessee, occupant or employee from conducting, keeping, maintaining, permitting or continuing the nuisance complained of on the premises in or on which the nuisance was maintained.

§ 343-h. Violation of injunction. A violation of a judgment entered under this article shall constitute a contempt of court punishable by imprisonment for not less than ten days nor more than twelve months.

If there be a violation of such judgment, an order shall issue directing the closing and vacating of the premises and enjoining the use thereof for not less than thirty days nor more than one year from the entry of the order and the court or judge shall direct the sheriff to enforce such order and shall allow him a reasonable fee, which shall be a lien upon the premises. A person who breaks, enters or uses any house, building, erection, place or



any separate part or portion thereof, or ground vacated or closed in accordance with this article, except for the purpose of removing personal property and trade fixtures owned by or mortgaged to such person, or the corporation, association, or partnership represented by such person, shall be guilty of contempt of court punishable as provided in this section.

§ 343-i. Effect if portion of article unconstitutional. If any part of this article be held unconstitutional the constitutionality of the other parts thereof shall not be affected or impaired.

### COUNTY LAW

Assembly bill No. 802, introduced by Mr. Sullivan, became chapter 323 and amends section 45 of the County Law with relation to the establishment of county hospitals for tuberculosis.

### MISCELLANEOUS

Assembly bill No. 1059, introduced by Mr. Malone, became chapter 283. This law amends chapter 123 of the Laws of 1901 and permits commitments to be made to the House of Shelter in the city of Albany by "a committee, magistrate, justice of the peace, police justice, or any court having criminal jurisdiction in the several counties of the State."

### SPECIAL LAWS

#### New York City Charter

Senate bill No. 950, introduced by Mr. Davidson, became chapter 450 and amends section 902 of the Greater New York Charter by including Bronx county in the provisions requiring the Comptroller, in his statement to the Board of Aldermen each year, to include sums necessary to be raised to pay county charges.

### NEW CITIES

#### The City of Norwich

Senate bill No. 655, introduced by Mr. Thomas, became chapter 34 and incorporates the city of Norwich. It provides for the appointment of a commissioner of charities by the common council for a term of two years. Compensation is to be the same as for overseers of the poor in towns. Powers and duties subject to the general Poor Law and such as may be prescribed by the common council.

### The City of Batavia

Senate bill No. 261, introduced by Mr. Bussey, became chapter 354 and incorporated the city of Batavia. It provides for a commissioner of charities to be appointed by the common council annually at a salary not to exceed \$800 annually.

### THE STATE COMMISSION TO INQUIRE INTO THE RELIEF OF WIDOWED MOTHERS

This Commission, appointed pursuant to the provisions of chapter 588 of the Laws of 1913, of which Assemblyman Aaron J. Levy was chairman, presented a preliminary report to the Legislature of 1914, reading in part as follows:

"We urge this Legislature to pass a 'Widows' Allowance' bill. After many months of earnest inquiry, we believe that the passage of such a bill is an immediate duty which the Legislature owes to the children of the State of New York.

"We find that many thousands of widowed mothers in the State of New York are obliged to neglect their children in order to support them. They are obliged to deprive those children of motherly attention and training in order to give themselves over to wage-earning work. And we find, further, that most such mothers, doing wage-earning work of the crudest sort, bending over laundry-tubs, for instance, or crawling with wash-rags in their hands over the dirty floors of office buildings in the late evening or in the early dark morning, are unable to provide their children with a proper measure of the necessities of life. They cannot in such cases be successful mothers because they are too much distracted by wage-earning. They cannot be successful wage-earners because they are too much distracted by the child life in their hearts and homes. The children suffer in soul and body both. They get neither proper material care nor proper physical support.

"To-day, in New York City alone, there are some six thousand widowed mothers on the books of the private charity societies.

"We find that about a quarter of all the cases coming to the private charity societies are cases of widowed mothers. And we find it to be a fact, and we emphasize that fact, that the private charity societies are themselves too poor to be able to rescue those widowed mothers, as a class, from poverty. Private charity, in this particular matter of the widowed mother, is to-day a failure.

"There are to-day, in orphan asylums and child-caring institutions and other similar institutions in New York State, more than two thousand children who have been taken away from widowed mothers for no other cause than that those mothers, though physically strong and morally worthy, have been unable to support them any longer either by earning money of their own or by begging money from private charity societies. In addition to these two thousand children, there are about a thousand more in the institutions of our State who are there because their widowed mothers broke down in health trying to support them.

"We find that the children of widowed mothers in institutions to-day cost the public funds of the State of New York at least half a million dollars every year. Add to that sum the sums spent on children of widowed mothers in their own homes by the private charity societies and by friends and neighbors. Then add to those sums the further sums spent finally by truant officers and probation officers and prison officials on the children of widowed mothers when the full consequence of destroyed or demoralized homes have had time to assert themselves. The total is far heavier than would be

imposed on the State by a wise administration of a 'Widows' Allowance' law.

"In the meantime, with a great need calling, and with private charity powerless to give more than a puny response to it, we most respectfully but most earnestly request the Legislature to give attention to the collapse of home life among thousands of our children and to adopt the answer which has been already approved by the experience of many of our sister commonwealths—a system of 'widows' pensions' or 'allowances.'

"And we do not ask the Legislature to direct the local governments of the State to grant 'allowances.' We merely ask the Legislature to permit those local governments to do so in the manner outlined in our bill."

Subsequently through Senator Anthony J. Griffin and Assemblyman Martin G. McCue, identical bills were introduced in the Senate and the Assembly with the following provisions:

"Section 1. Provision is hereby made for the appointment of local boards of child welfare, which, subject to the provisions of this act and through the vote of public moneys by local authorities for such purpose, shall be empowered to grant allowances to widowed mothers with one or more children under the age of sixteen years, in order that such children may be suitably cared for in their own homes by such mothers; provided always that such allowances shall be made only when the mothers are suitable persons to bring up their children properly and require aid to enable them to do so.

§ 2. Within sixty days after the passage of this act, the county judge of each county, except where the geographical limits of a city are coterminous with those of one or more counties, shall appoint a board of child welfare for such county. In a city whose geographical limits are coterminous with those of one or more counties, the mayor of such city shall appoint a board of child welfare for the city.

§ 3. Where the appointment of the board of child welfare is to be made by the county judge, as herein provided, such county judge shall appoint a board of child welfare composed of seven members, with the county superintendent of the poor of the county, or other officer exercising the duties of county superintendent of the poor, a member ex officio of such board. The said county judge shall also appoint as members of such board a representative each of the public school, and the public health authorities, and of the children's court, or, in case there is no children's court, of the county court, in such county. He shall also appoint three additional members of such local board of child welfare, two at least of whom shall be women. The county judge shall appoint the members of the said board of child welfare, with the exception of the county superintendent of the poor or other officer exercising like powers in the county who shall continue to serve during his entire term of office, for definite terms of six years each, provided, however, that the places occupied by the representatives of the public school and the public health authorities, as well as the representative of the children's court or of the county court, shall become vacant upon their retirement from such public school, public health or court work, whereupon the vacancy created shall be filled for the balance of the term by some other representative of such authorities; and further provided that the county judge shall appoint the original members of the board of child welfare, except the county superintendent of the poor or other officer exercising like powers in the county, for one, two, three, four, five and six years respectively, and shall thereafter, when their terms expire, appoint them or their successors for terms of six years each. In the event of a vacancy occurring before the expiration of the term of a member the appointment to fill such vacancy shall be for the balance of the term.

§ 4. The mayor of a city whose geographical limits are coterminous with those of one or more counties shall appoint a board

composed of nine members, with the commissioner of public charities of such city a member ex officio of such board. The said mayor shall also appoint as members of such board a representative each of the public school and of the public health authorities of the city, together with a representative of the children's court. He shall also appoint five additional members of such board of child welfare, three at least of whom shall be women. The mayor shall appoint the members of the said board of child welfare, with the exception of the commissioner of public charities who shall continue to serve during his entire term of office, for definite terms of eight years each, provided, however, that the places occupied by the representatives of the public school, the public health, and the children's court authorities of the city shall become vacant upon their retirement from such public school, public health or children's court work, whereupon the vacancy created shall be filled for the balance of the term by some other representative of such authorities; and further provided that the mayor shall appoint the original members of the board of child welfare, except the commissioner of public charities, for one, two, three, four, five, six, seven and eight years, and shall when their terms expire appoint them or their successors for terms of eight years each. In the event of a vacancy occurring before the expiration of the term of a member the appointment to fill such vacancy shall be for the balance of the term.

§ 5. The members of the boards of child welfare, as herein provided, shall receive no compensation for their services as members of such board, but shall be allowed the necessary expenses incurred by them in the discharge of their official duties.

§ 6. The said boards of child welfare shall in their discretion have authority and be empowered to grant an allowance to any dependent widow resident in the county or in the city wherein she applies for an allowance, who is of good habits and character, and is at the time of such application for an allowance the mother of one or more children under the age of sixteen years living with and dependent upon her, provided such widow has been a resident of the county or of the city where the application for an allowance is made for a period of one year immediately preceding such application. Such allowance may by a majority vote of all its members, duly entered upon the minutes of any regular or special meeting of such board, be granted directly by the said board of child welfare through its duly appointed visitors, agents, or other representatives. Before aiding any mother to care for her children at home, the board of child welfare shall determine that the mother is a suitable person to bring up her own children and that aid is necessary to enable her to do so.

§ 7. The allowance made to such widowed mother shall not exceed twenty dollars per month when such mother has but one child under the age of sixteen years, the allowance shall not exceed fifteen dollars per month additional for the second child and ten dollars per month additional for each such other child. It is further provided that in no event shall the allowance granted to any one mother and her children exceed the sum of sixty dollars per month. The allowance granted by the said board shall be paid out of any moneys appropriated by the local authorities empowered by law to appropriate moneys for such purposes, or as provided by law for meeting prospective deficiencies in the expenses of any county or city. Application for allowances may be made directly to any member of the board or through the public school which the children of the applicants for allowances are attending. A full and complete record shall be kept in every case coming either directly or indirectly within the jurisdiction of the said department.

§ 8. Powers and duties. Each of said boards of child welfare shall:

1. Meet and organize within ten days after appointment, and fix the dates for its meetings, which shall be held at least monthly.

2. Elect a chairman, and appoint a salaried secretary not a member of the board who shall hold office subject to the pleasure of the board.

3. Establish an office and employ such officers and employees as it may deem advisable and proper.

4. *Establish* rules and regulations for the conduct of its business, which rules shall provide for the careful investigation of all applicants for allowances and the adequate supervision of all persons in receipt of allowances. Such rules shall further provide that no grant of an allowance shall be made by the board for a longer period than six months without renewal by the said board, and that reports shall be filed at least quarterly by the agents, visitors or representatives of the board with respect to the families in receipt of allowances granted by the said board.

5. Report annually in detail, the county boards to the boards of supervisors, and the city boards to the mayor, the result of their respective transactions for the preceding fiscal year, with such conclusions and recommendations as may be deemed wise and expedient.

6. Submit annually to the proper fiscal authorities an estimate of the funds required to carry out the purposes and intent of this act.

7. Be subject to the general supervision of the state board of charities and make such reports as the said board may require.

§ 9. The boards of supervisors of the several counties and the board of estimate and apportionment and the board of aldermen of any city affected by this act shall appropriate in each year such sum or sums as, in their judgment, may be necessary to carry out the provisions of this act. In the case of the counties affected by this act all the expenses for administration and relief shall be paid by the respective county, and in the case of any city or cities affected all such expenses shall be paid by the respective city.

§ 10. This act shall take effect October first, nineteen hundred and fourteen."

The bill introduced by Mr. McCue passed the Assembly by a vote of 98 to 2, but the legislation was defeated in the Senate through objections that were made during the closing hours of the legislative session. This proposed legislation has won many friends since the adjournment of the Legislature of 1914, and will be urged upon the attention of the Legislature of 1915.

This Board believes that legislation of this character is necessary if the widow and her dependent children are to be properly cared for in this State.

## SPECIAL INVESTIGATIONS BY THE BOARD

### The International Sunshine Society

The Board's investigation of the International Sunshine Society, which was carried on through a Special Committee consisting of President Stewart, Chairman, and Commissioners Ridder, Kevin and McGuire, and with respect to which a preliminary report was made to the Legislature of 1914, was concluded on May 4, 1914, after the Committee had taken testimony at fourteen meetings, the first of which was held on January 7, 1914. The conclusions of the Committee, which were unanimously adopted by the Board at its meeting of June 16, 1914, were as follows:

As to the proposed amended certificate of incorporation of the International Sunshine Society:

First.—That the business character and financial ability of Mrs. Alden and her associates, in view of the facts hereinbefore set forth, are not such as to warrant the bestowal of additional powers upon them through the approval by the State Board of Charities of the proposed amended articles of incorporation submitted to this Board for that purpose.

Second.—That there is no need for the existence of an additional corporation to care for blind babies with an institution located in another State, the powers already conferred upon the "International Sunshine Branch for the Blind," with an institution already existing in this State, being sufficient for that purpose.

Third.—That the financial resources of the proposed corporation are insufficient to maintain a second institution for the same purpose without large grants of public money with the expenditure of which such corporation should not be intrusted.

As to the International Sunshine Society and its associated enterprises:

First.—That the International Sunshine Society has no legal right to conduct the Bensonhurst Hospital and Sanitarium nor the Home for Blind Babies at Summit, and that all such work should be immediately discontinued.

Second.—That large sums of money given for charitable purposes have been improperly used in maintaining the Bensonhurst Hospital and Sanitarium as a losing business venture, which moneys have been used in considerable part without business judgment or discretion, and under circumstances which, to say the least, are peculiar.

Third.—That of the sum of \$5,000 paid from the treasury of the separately incorporated "International Sunshine Branch for the Blind," which maintains a home for blind babies at Dyker Heights, Brooklyn, into the maintenance funds of the Bensonhurst Hospital and Sanitarium, the sum of at least \$2,500 was unlawfully and improperly taken and should be at once restored to the treasury of such corporation.

Fourth.—That the management of the funds of the International Sunshine Society and the Branch for the Blind, under the direction of Mrs. Alden has been loose and careless and in some cases without warrant of law.

Fifth.—That the report together with the testimony taken and the other documents and papers, be referred to the Attorney General for such action as he may find it possible to take thereupon.

#### NEED FOR FURTHER INQUIRY

The Committee could not be authorized to make an investigation of the accounts of the Society previous to its receipt of public money. In view, however, of the lax administration of the finances of the organization, and its collection of large sums for alleged charitable purposes, it would seem to be desirable for such an investigation and audit to be made covering the entire period of the Society's existence. Under our present laws and the decisions of the courts with respect to them this can be done by a visitor appointed by the Supreme Court for that purpose. In the opinion of the Committee the organized collection and expenditure of moneys for charitable purposes cannot be too carefully safeguarded.

#### OTHER AFFILIATED ORGANIZATIONS NOT CRITICIZED

In conclusion the Committee called attention to the fact that the report referred solely to the operations of the International Sunshine Society and to the related institutions specifically named therein. The Committee did not doubt the existence of affiliated organizations throughout the country doing good work to which criticisms contained in the report do not apply.

The Attorney General, after giving the matter careful consideration, decided that the facts brought to his attention warranted an action to dissolve the corporation and through Deputy Attorney General Wilber W. Chambers, has instituted proceedings for that purpose.

The complete report of the Committee will be included among the appended papers of this report.

#### The New York State Reformatory for Women, at Bedford Hills

Reports of the continuance of some undesirable conditions at this institution having reached the Board through its inspection reports and otherwise, a Special Committee, consisting of Commissioners Smith, Kevin and Mulry, was, at the Board meeting held on June 16, 1914, appointed to examine into the subject

A visit was made to the Reformatory soon thereafter and testimony was taken at that time. Inasmuch, however, as the congestion of population at the institution seemed to be largely responsible for the conditions referred to, the Committee and the Board's Secretary conferred with the Superintendent of the institution with respect to lawful methods of reducing the census and was subsequently pleased to learn that definite action looking to that end had been taken by the Board of Managers. The Committee continued, however, to watch the conditions complained of and intended to make further inquiry after the Board of Managers had been given the opportunity of correcting the conditions that existed.

In November, 1914, Commissioner Rudolph F. Diedling, M. D., a member of the State Commission of Prisons, visited the Reformatory and made a report largely with respect to disciplinary conditions at the institution, which being made public by the Commission, caused the State Board of Charities, through the members of the Special Committee, above named, with the assistance of the Secretary, to conduct an open public inquiry into the general conditions at the Reformatory.

The first hearing was held in New York City on November 24, 1914, while other hearings were held on December 4, 9, 14, 17, 23 and 28, 1914. It is expected that the investigation will shortly be concluded, and that the Committee's report, when adopted by the Board, will be made public.

#### **The Board's Observance of Civil Service Rules**

With the single exception of the office of Secretary, every position in the service of this Board, now numbering fifty-four, is filled by an officer or employee selected as the result of an open competitive examination regularly advertised and held by the State Civil Service Commission.

It has always been the Board's unbroken policy in filling offices not to ask exemption from the general rules of the Civil Service which call for the selection of employees from lists prepared as the result of open competitive examination. The Board's employees, secured in this way, have, almost without exception, been found both efficient and faithful. Many of them have for



years performed satisfactorily the duties contemplated by the provisions of the Constitution and the several statutes which regulate the work of the Board.

This Board is, therefore, in a position to testify to the good results generally obtainable through close observance of the rules of the Civil Service.

TABLE A

NUMBER AND CLASSIFICATION OF BENEFICIARIES IN INSTITUTIONS SUBJECT TO THE VISITATION AND INSPECTION OF THE BOARD SEPTEMBER 30, 1914

CLASSIFICATION	Inmates over 16 years of age	Inmates under 16 years of age	Total
Aged and friendless persons .....	2,921	299	3,220
Almshouse institution inmates (exclusive of public hospitals and of inmates classified below) .....	10,842	1,448	11,290
Blind in almshouse institutions.....	467	18	485
Blind in other institutions.....	146	208	354
Deaf in almshouse institutions.....	127	14	141
Deaf in other institutions.....	455	1,313	1,768
Dependent children (exclusive of Indian chil- dren and of those committed for delin- quency included with juvenile delin- quents) .....	505	33,662	34,167
Indian children at Thomas Indian School...	25	167	192
Disabled soldiers and sailors.....	1,582	.....	1,582
Epileptics in almshouse institutions.....	204	93	297
Epileptics in Craig Colony for Epileptics.....	795	626	1,421
Hospital patients:			
Public .....			28,294
Private .....			213,297
Idiotic and feeble-minded in almshouse insti- tutions .....	1,218	984	2,202
Idiotic and feeble-minded in State institutions.	2,122	817	2,939
Juvenile delinquents .....	669	2,800	3,469
Reformatory inmates (women and girls).....	2,308	529	2,837
Total .....	24,356	41,978	287,955

<sup>1</sup>Includes 374 in New York City Children's Hospitals and Schools.

<sup>2</sup>Differentiation as to age not available.

<sup>3</sup>No differentiation as to age of the 21,501 hospital patients.

TABLE B  
INDOOR SUPPORT

Table showing the number of persons in institutions receiving public moneys, subject to the visitation and inspection of the State Board of Charities at the close of the five fiscal years from 1910 to 1914 inclusive, with the increase or decrease of the number in each class September 30, 1914, compared with that of September 30, 1910

INSTITUTIONS	1910		1911		1912		1913		1914		Increase of number in institutions, Sept. 30, 1914, compared with that of Sept. 30, 1910	Decrease of number in institutions, Sept. 30, 1914, compared with that of Sept. 30, 1910
	Number of institutions included	Number in institutions, Sept. 30	Number of institutions included	Number in institutions, Sept. 30	Number of institutions included	Number in institutions, Sept. 30	Number of institutions included	Number in institutions, Sept. 30	Number of institutions included	Number in institutions, Sept. 30		
.....	15	8,338	16	8,907	16	8,996	16	9,016	16	9,232	844	.....
.....	55	6,088	60	6,046	60	6,210	62	6,498	55	6,718	628	.....
.....	28	11,115	29	11,611	34	12,526	38	13,165	12	7,690	.....	3,416
.....	26	1,574	26	1,807	25	1,777	26	1,780	25	1,785	211	.....
.....	2	67	2	68	2	63	2	67	2	65	.....	2
.....	121	34,530	123	33,702	123	33,761	124	34,498	131	36,214	1,684	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	20	1,470	28	1,511	27	1,452	28	1,361	27	1,210	.....	251
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	160	9,339	161	9,361	163	9,809	164	10,337	166	10,595	5,314	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	756	.....
.....	4	1,027	8	1,177	8	1,378	9	1,433	21	2,528	2,528	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	12	1,808	781	.....
.....	1	32	2	103	2	127	2	94	5	104	104	.....
.....	1	170	1	181	1	180	1	199	2	128	96	.....
.....	2	84	2	83	2	96	2	106	1	200	30	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	472	.....
.....	17	1,904	15	1,897	15	1,963	14	1,860	14	1,892	.....	112
.....	1	156	1	1,108	1	94	2	121	2	132	.....	24
.....	10	1,821	10	1,791	10	1,760	10	1,773	10	1,788	.....	53
Total	473	78,364	480	78,242	488	80,223	490	82,330	523	87,055	18,440	3,803

\* Statistics included in State Institutions and in City and Town Almshouse Institutions. \* Exclusive of public hospitals included in previous years but now tabulated separately below; see Hospitals, General, Public, and Hospitals and Homes for Consumptives, Public. † Exclusive of branches. ‡ Includes 266 day patients.

TABLE C  
OUTDOOR RELIEF  
Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1911, 1912, 1913, and 1914.  
A. NUMBER OF POOR PERSONS RECEIVING TEMPORARY (OUTDOOR) RELIEF WITH THE PERCENTAGE OF ENTIRE POPULATION THUS RELIEVED. BY CENSUS OF 1910.

CITIES	Population by census of 1910	1911		1912		1913		1914	
		Number of poor persons receiving temporary relief	Percentage of population temporarily relieved	Number of poor persons receiving temporary relief	Percentage of population temporarily relieved	Number of poor persons receiving temporary relief	Percentage of population temporarily relieved	Number of poor persons receiving temporary relief	Percentage of population temporarily relieved
New York.....	4,766,883	4,280	.0009	4,413	.0009	5,194	.001	4,709	.001
Buffalo.....	423,715	4,732	.011	5,886	.014	3,963	.009	6,196	.014
Rochester.....	218,149	6,035	.028	6,182	.029	6,827	.031	8,303	.038
Syracuse.....	137,249	1,971	.014	2,315	.017	2,192	.016	3,222	.023
Albany.....	160,253	5,242	.052	3,833	.038	4,264	.040	4,497	.045
Yonkers.....	79,803	2,683	.026	2,395	.030	2,705	.034	2,795	.035
Troy.....	76,813	2,478	.032	3,178	.041	2,759	.036	4,609	.060
Utica.....	74,419	1,881	.025	1,869	.025	1,428	.019	2,326	.031
Schenectady.....	72,826	1,651	.023	1,538	.021	1,828	.011	1,513	.021
Binghamton.....	48,443	489	.010	512	.011	367	.008	636	.013
Elmira.....	37,176	1,538	.041	1,255	.033	1,547	.041	2,882	.077
Auburn.....	34,668	570	.016	673	.019	575	.017	624	.018
Newburgh (city and town).....	32,937	637	.019	651	.020	522	.016	786	.024
Jamestown.....	31,297	684	.022	740	.024	704	.022	1,024	.033
Amsterdam.....	31,267	3,499	.112	3,398	.109	603	.019	805	.026
Mt. Vernon.....	30,919	211	.007	255	.008	225	.007	341	.011
Niagara Falls.....	30,446	739	.024	757	.025	617	.020	1,166	.038
New Rochelle.....	28,867	112	.004	488	.017	548	.019	736	.026
Poughkeepsie.....	27,936	262	.009	500	.018	430	.015	551	.020
Watertown.....	26,730	528	.020	466	.017	529	.020	831	.031
Kingston.....	25,908	465	.018	495	.019	306	.012	435	.017
Cohoes.....	24,709	505	.020	441	.018	1,855	.075	455	.018

Oswego.....	23,368	850	.036	1,192	.051	1,110	.047	1,263	.054
Gloversville.....	20,642	577	.028	490	.024	428	.021	503	.024
Rome.....	20,497	384	.018	267	.013	483	.021	574	.028
Lockport.....	17,970	137	.008	290	.016	154	.009	204	.011
Dunkirk.....	17,221	214	.012	247	.014	115	.007	154	.009
Orleansburg (and Oswegatchie).....	15,933	97	.006	71	.005	69	.004	52	.003
Middletown.....	15,313	466	.030	664	.043	660	.043	704	.046
Glens Falls.....	15,243	506	.033	513	.033	461	.030	567	.037
Watervliet.....	15,074	225	.015	281	.019	240	.016	158	.010
Ithaca.....	14,802	150	.010	188	.013	136	.009	146	.010
Olean.....	14,743	237	.016	332	.022	364	.025	355	.024
Lackawanna.....	14,549	110	.007	110	.007	211	.014	150	.010
Batavia.....	13,830	133	.....	.....	.....	.....	.....	3,551	.263
Corning.....	13,780	91	.010	97	.007	65	.005	85	.006
Hornell.....	13,617	332	.007	92	.007	106	.008	88	.006
Geneva.....	12,446	113	.027	305	.024	244	.020	319	.026
Little Falls.....	12,273	36	.009	207	.017	98	.008	67	.005
North Tonawanda.....	11,955	.....	.003	45	.004	55	.005	73	.006
Beacon.....	11,876	71	.....	.....	.....	.....	.....	2,282	.192
Cortland.....	11,504	240	.006	74	.006	67	.006	81	.007
Hudson.....	11,417	331	.021	237	.021	144	.013	215	.019
Plattsburgh.....	11,138	142	.029	194	.017	177	.016	108	.010
Rensselaer.....	10,711	39	.013	133	.012	131	.012	112	.010
Fulton.....	10,480	185	.004	50	.005	54	.005	89	.008
Johnstown.....	10,447	48	.018	243	.023	125	.012	161	.015
Port Jervis.....	9,564	330	.005	86	.009	92	.009	49	.005
Oneonta.....	9,491	383	.035	340	.036	342	.036	521	.055
Canandaigua.....	9,405	75	.....	.....	.....	.....	.....	267	.028
Oneida.....	8,317	.....	.046	360	.043	399	.047	376	.045
Tonawanda.....	8,290	.....	.009	37	.004	85	.010	129	.015
Norwich.....	7,423	.....	.....	.....	.....	.....	.....	130	.017
Salamanca.....	6,760	.....	.....	.....	.....	.....	.....	70	.010
Total.....	6,781,440	47,074	.007	49,385	.007	45,543	.007	63,045	.009

TABLE D  
OUTDOOR RELIEF — (Continued)  
Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1911, 1912, 1913, and 1914  
B. EXPENDITURES FOR TEMPORARY (OUTDOOR) RELIEF WITH THE PER CAPITA EXPENSE FOR THE NUMBER  
TEMPORARILY RELIEVED AND THE AMOUNT PER INHABITANT FOR EXPENSE OF SUCH RELIEF

CITIES	Popula- tion by census of 1910	1911			1912			1913			1914		
		Expendi- tures for temporary relief	Per capita expenses for number tempo- rarily relieved	Amount per inhab- itant by census of 1910 for expense of tempo- rary relief	Expendi- tures for temporary relief	Per capita expenses for number tempo- rarily relieved	Amount per inhab- itant by census of 1910 for expense of tempo- rary relief	Expendi- tures for temporary relief	Per capita expenses for number tempo- rarily relieved	Amount per inhab- itant by census of 1910 for expense of tempo- rary relief	Expendi- tures for temporary relief	Per capita expenses for number tempo- rarily relieved	Amount per inhab- itant by census of 1910 for expense of tempo- rary relief
New York.....	4,766,883	\$92,351 95	\$21 58	30 02	\$95,800 43	\$21 71	30 02	\$90,452 06	\$17 75	30 02	\$119,990 65	\$25 48	30 02
Buffalo.....	423,715	44,855 66	9 48	11	50,352 92	8 55	12	47,631 81	12 02	11	59,519 78	9 61	14
Rochester.....	218,149	41,528 36	6 88	19	42,327 16	6 85	19	49,365 57	7 23	22	43,577 62	5 25	20
Syracuse.....	137,249	28,687 32	14 55	21	31,057 51	13 41	23	31,907 02	14 56	23	37,987 39	11 79	28
Albany.....	100,253	9,350 00	1 78	09	9,016 23	2 35	09	9,071 41	2 13	09	9,834 23	2 19	10
Yonkers.....	79,803	6,298 02	3 05	08	12,682 10	5 20	16	12,874 38	4 76	16	13,550 17	4 85	17
Troy.....	76,813	16,725 29	6 75	22	17,792 35	5 60	23	18,181 10	6 23	24	21,418 38	4 65	28
Utica.....	74,419	8,345 82	4 44	11	8,480 37	4 54	11	8,141 75	5 70	11	9,956 55	4 28	13
Schenectady.....	72,826	15,263 83	9 24	21	13,097 90	8 51	18	9,908 71	11 97	14	16,299 65	10 77	22
Binghamton.....	48,443	6,548 43	13 39	13	5,747 11	11 22	12	4,957 87	13 51	10	6,481 87	10 19	13
Elmira.....	37,176	690 76	45	02	1,382 75	1 10	04	11,868 35	7 67	32	3,275 18	1 14	09
Auburn.....	34,668	10,675 29	18 73	31	10,268 58	15 26	30	10,244 67	17 81	30	12,591 92	20 18	36
Newburgh (city and town).....	32,937	3,591 37	5 64	11	3,617 17	5 56	11	3,437 88	6 59	10	5,231 20	6 65	16
Jamestown.....	31,297	7,322 69	10 70	23	8,493 18	11 48	27	8,070 00	11 46	25	10,609 52	10 36	34
Amsterdam.....	31,267	7,302 69	2 09	23	5,752 46	1 69	18	6,489 17	10 76	20	8,202 75	10 19	26
Mount Vernon.....	30,919	2,333 39	11 06	07	3,320 28	13 02	11	3,240 35	14 40	10	6,231 91	18 27	29
Niagara Falls.....	30,445	3,767 80	5 10	12	5,798 99	7 66	19	5,154 90	8 35	17	8,996 54	7 71	29
New Rochelle.....	28,867	780 95	6 97	03	1,673 72	3 43	06	2,874 38	5 24	10	14,708 00	19 98	51
Poughkeepsie.....	27,936	1,588 54	6 06	05	2,336 93	4 67	00	1,726 43	4 01	06	2,327 06	4 04	08
Watertown.....	26,730	3,307 71	6 26	12	4,141 27	8 88	15	4,210 78	7 96	16	5,413 28	6 51	20
Kingston.....	25,908	4,650 88	10 00	18	3,664 11	7 40	14	3,123 47	10 21	12	3,277 48	7 53	13

Coboss.....	24,709	5,080 90	10 06	20	5,047 50	11 45	20	8,081 10	4 33	33	3,609 00	7 93	15
Oswego.....	23,368	6,373 25	7 50	27	7,774 58	6 53	33	6,615 91	5 96	23	6,978 65	5 53	30
Gloversville.....	20,642	6,232 33	10 80	30	7,032 83	14 35	34	5,292 59	12 37	26	7,550 52	15 01	36
Rome.....	20,497	1,353 56	3 53	07	1,431 58	5 36	07	2,163 60	5 00	10	2,544 00	4 43	12
Lockport.....	17,970	2,543 62	18 56	14	2,612 01	9 01	15	1,342 00	11 96	10	2,008 66	9 85	11
Dunkirk.....	17,221	1,483 55	6 92	09	884 21	3 58	06	852 93	7 41	05	946 18	6 14	05
Onondaburgh (and Oswegatchie).....	15,933	1,593 61	16 42	10	1,726 63	24 32	11	1,626 79	23 58	10	1,492 86	28 71	09
Middletown.....	15,313	3,727 00	8 00	24	6,953 11	10 47	46	9,967 37	15 13	65	7,788 90	11 06	51
Glens Falls.....	15,243	4,812 17	9 51	31	4,605 41	8 96	37	5,263 22	11 42	35	5,772 69	10 18	38
Watervliet.....	15,074	2,725 53	12 12	18	2,800 74	9 97	18	1,502 85	6 26	10	1,699 00	10 75	11
Ithaca.....	14,802	4,358 16	29 05	29	6,215 29	33 06	42	3,870 29	28 46	26	5,129 10	35 13	35
Olean.....	14,743	5,436 43	22 94	37	6,412 53	19 31	43	5,517 34	15 16	37	5,666 83	15 96	38
Lockport.....	14,549	707 30	6 43	06	718 33	6 53	05	850 92	4 03	06	1,355 26	9 03	09
Beaumont.....	13,830	1,955 96	14 71	14	1,794 38	18 50	13	1,691 14	26 00	12	6,195 21	1 74	45
Corning.....	13,730	2,763 03	30 36	20	2,976 53	32 37	22	2,832 88	26 72	21	1,712 99	20 15	12
Hornell.....	13,617	4,598 19	13 85	37	4,632 50	15 15	37	4,250 62	17 42	34	2,781 38	31 60	20
Geneva.....	12,446	3,946 45	34 92	32	3,079 04	14 87	25	1,793 25	18 30	15	4,811 87	15 69	39
Little Falls.....	12,273	642 60	17 85	06	1,037 47	23 06	09	713 33	12 97	06	1,776 37	26 51	14
North Tonawanda.....	11,955	1,705 35	24 02	15	1,532 15	20 70	13	1,838 65	27 44	16	2,508 75	9 63	06
Beacon.....	11,876	1,330 69	5 54	12	1,078 17	4 55	09	653 34	4 54	06	1,824 92	22 53	21
Corland.....	11,504	2,728 73	8 24	24	2,163 56	11 15	19	2,553 15	14 42	23	1,001 18	4 66	16
Hudson.....	11,417	3,294 06	23 20	31	3,650 46	26 71	34	4,932 90	37 65	48	3,251 66	30 11	09
Plattsburgh.....	11,138	1,143 55	29 33	11	1,093 27	21 86	10	1,614 32	29 89	15	3,656 40	32 65	29
Rensselaer.....	10,711	2,357 87	12 74	22	2,700 04	11 11	26	1,990 49	15 92	13	2,553 70	23 69	24
Fulton.....	10,480	1,201 78	26 04	12	1,013 96	11 79	11	1,034 29	11 24	11	2,532 70	15 73	24
Johnstown.....	10,447	659 70	2 00	07	1,006 66	2 96	11	1,158 00	3 38	12	1,340 95	27 37	14
Port Jervis.....	9,564	855 53	2 23	10	1,150 04	3 19	14	1,139 23	2 93	14	1,679 84	3 22	18
Oneonta.....	9,491	533 32	7 11	06	893 23	24 14	11	768 89	9 04	09	4,614 92	17 82	49
Canandaigua.....	9,405	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,080 16	2 87	13
Oneida.....	8,317	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,066 50	8 42	13
Tonawanda.....	8,290	.....	.....	.....	.....	.....	.....	.....	.....	.....	3,104 11	23 88	42
Norwich.....	7,422	.....	.....	.....	.....	.....	.....	.....	.....	.....	748 34	10 69	11
Salamanca.....	6,760	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	\$6,781,440	\$392,110 03	\$8 33	\$0 058	\$420,809 71	\$8 52	\$0 063	\$425,363 45	\$9 34	\$0 063	\$520,917 95	\$8 27	\$90 77

## NEEDED ENLARGEMENT OF THE STATE CHARITABLE AND REFORMATORY INSTITUTIONS

The State Board of Charities has repeatedly pointed out in its annual reports to the Legislature that many of the State institutions are urgently in need of enlargement. The Board in its report to the Legislature of 1910 expressed the belief that over \$8,000,000 was then necessary to make the required additions to these institutions. As it was unlikely that any such amount could be taken from the current funds required to meet the State's annual expenses the Board then recommended, and has since repeated such recommendation, that long term bonds be sold and issued for the purpose of raising the necessary moneys. It again urges that this course be pursued.

As the Board stated in its report to the Legislature of 1914, the two classes of institutions which show the greatest need of early enlargement are the reformatories for women and for children and the institutions for the care of the feeble-minded. As to these institutions the statements contained in the Board's report to the Legislature of 1914 are repeated as follows:

### "THE REFORMATORIES

The New York State Training School for Girls at Hudson is entirely inadequate to meet the demands upon it, and will continue to be so even when the two new cottages which have been provided for shall be completed. From committing magistrates all over the State comes a demand for the enlargement of this school. Not only should its capacity be increased to the maximum limit of 500 inmates, but a new institution should be established in some other part of the State.

The work upon the buildings at the New York State Training School for Boys at Yorktown Heights, the construction of which has been long and unnecessarily delayed, should be commenced and pushed to completion as soon as possible. There is great need for the early opening of this new reformatory institution.

The enlargement of the Western House of Refuge for Women at Albion is also urgently necessary."



### “ THE FEEBLE-MINDED

Great necessity exists for a rapid extension of all the institutions for the custodial care and training of the feeble-minded. It seems also desirable to establish a new institution for this class for the convenient use of the populous districts in the western part of the State. All the present institutions are taxed to their full capacity and there are long waiting lists of the feeble-minded whose early admission for their own good and for that of the State itself is most desirable. The feeble-minded at liberty are a costly menace to the community but under suitable custodial care they can be made useful and happy, and the danger of propagating their kind can be minimized. It is a paying proposition for the State to have as many as possible of the feeble-minded cared for in this way. The failure to make such provision promptly, and adequately, is a form of social extravagance which the State cannot afford.”

### THE STATE TRAINING SCHOOL FOR BOYS AT YORKTOWN HEIGHTS

The long delay, not yet concluded, in commencing the construction of this greatly needed institution, which has ensued since the site for it was purchased in 1908, is discreditable to the State. The Board of Managers has persistently sought to make progress but has received small encouragement from those who have been in actual control of the situation at Albany.

### LETCHWORTH VILLAGE AT THIELLS

The same is also true of this new institution which now, after a lapse of more than six years since the purchase of the site, has capacity for only about a hundred inmates, although from all over the State comes an insistent demand for greatly increased facilities for the care of the feeble-minded.

In the opinion of this Board it will be the truest economy to proceed without further delay to the completion of these two new institutions, and it urges that this course be pursued.

## SUMMARY OF RECOMMENDATIONS FOR LEGISLATION

First.—The Board desires again to emphasize the fact that it fully realizes the great necessity of seeking to prevent poverty and disease through the larger general measures in which the State may interest itself and believes they should always be regarded as of primary importance in a consideration of the subject. Among these may be enumerated: (a) Industrial insurance as in Germany and other countries; (b) Better housing, including the destruction of unduly congested areas in cities and the prevention of their reestablishment elsewhere in such cities or in the State; (c) More practical education for the young, particularly along vocational lines in the public schools and the institutions for children; (d) Improved labor laws, including restriction of the hours of labor and compensation for accidents to employees; (e) Adequate relief in their homes to widows of good character with young children dependent upon them, thereby preventing the breaking up of the family and the placing of children in institutions whether for dependent children because of the mother's poverty or for delinquent children because she has been unable to keep them under her protection and oversight.

Second.—The Board recommends that appropriations be made whereby Letchworth Village can be promptly enlarged for the reception and care of the feeble-minded and the epileptic from the First, Second, Third and Ninth Judicial Districts. This is most important in order to afford relief to the unfortunates of these classes in the districts named and particularly in the city of New York where they are cared for in large numbers at local expense, or are sent to State institutions as vacancies occur therein, hundreds of miles away from their homes and friends. This constitutes a hardship, not only upon the taxpayers of the city who are under the double burden of supporting their own institutions for these classes and of paying a large percentage of the cost of supporting the State institutions, but also upon the friends and relatives of the inmates and patients who are thus transferred to the distant State institutions.

In order to meet the needs of the other judicial districts the State Custodial Asylum for Feeble-Minded Women, which is

located at Newark, should be sufficiently enlarged to enable it to receive the idiotic and the feeble-minded women now improperly retained in almshouses in such districts, contrary to the provisions of the Poor Law and the Penal Law, or provided for in private homes where they cannot receive suitable care and protection. The institutions for these classes at Syracuse and Rome should also be enlarged as soon as possible. The necessity for the enlargement of all these institutions will be apparent when it is considered that only about 6,000 of the idiotic and the feeble-minded are under custodial care in this State, although on a conservative estimate there are at least 30,000 of these classes whose custodial care is not only desirable but would prove to be of economical and lasting advantage to the State.

The ideal system for the classification and maintenance of the idiotic and feeble-minded from the Fourth, Fifth, Sixth, Seventh and Eighth Judicial Districts of the State, who are now cared for in the three institutions for these classes at Syracuse, Newark and Rome, is to provide for all the higher grade feeble-minded girls in the Syracuse State Institution for Feeble-Minded Children, preferably in a new institution on the cottage plan in the country; to maintain the idiotic and the feeble-minded women and girls who have reached the child-bearing age in the State Custodial Asylum for Feeble-Minded Women at Newark, which also requires additional land and enlarged facilities generally; and to provide for all the idiotic and the feeble-minded men and boys at the Rome State Custodial Asylum, which should have increased facilities and a separate branch for the higher grade boys.

Those of all grades, who are afflicted with epilepsy, should be maintained at the Craig Colony.

As it is now commonly agreed among scientists that those whose feeble-mindedness arises through inherited defective germ plasm are the most dangerous to the State because of the inevitable transmission of such defect through succeeding generations, it is now recommended in this connection that, other conditions permitting, proposed inmates having a family history showing defective germ plasm should be received in preference to others. The Board desires to add to the number of its field workers in the

Bureau of Analysis and Investigation in order that through co-operation with the State institutions for the mentally defective the family histories of proposed inmates may in each case be carefully investigated.

Third.— That appropriations be made for buildings and other necessary equipment for the New York State Training School for Boys at Yorktown Heights, in order that the institution may be opened for the reception of inmates and the House of Refuge on Randall's Island with its obsolete plant be closed as soon as possible. The delinquent boys from the metropolitan district of the State should have the same advantage of training in an institution constructed on the cottage plan in the country, as the State gives to the boys from other sections at the State Agricultural and Industrial School at Industry in Monroe county.

Fourth.— That State custodial asylums for the delinquent feeble-minded, one for each sex, be established to have the general care of such class and particularly, as they are not susceptible of reformation, to provide for their removal from institutions of a reformatory character where their presence is a constant menace to discipline, and that observation wards be established in the cities of New York and Buffalo, and possibly elsewhere, where children and others of doubtful mentality accused of crime can be examined prior to commitment.

Fifth.— That the New York State Training School for Girls at Hudson, which is now able to receive but a small percentage of the inmates which should be placed under its protecting care, especially through commitment from the city of New York, be enlarged so as to accommodate 500 inmates, and that a new school of like character be established in the western part of the State.

Sixth.— That State district hospitals for tuberculosis patients, particularly those in the incipient stages of the disease, be established where needed, the cost of caring for the patients being made, as at the State hospital for this class at Raybrook, a charge upon the localities whence they come.

Seventh.— That the question of the issue of long term bonds to provide the moneys necessary for enlarging the facilities of the State institutions, thereby making such facilities adequate to

meet the just and reasonable demands upon them, be submitted to the people of the State at the next general election.

Eighth.— That all deaf and blind pupils maintained in the schools for the deaf and for the blind, be maintained as State pupils at State expense.

Ninth.— That a pension system be established for the employees of the State charitable and reformatory institutions which are under the supervision of this Board.

Tenth.— That the office of county superintendent of the poor be made appointive and be included within the rules of the competitive civil service.

Eleventh.— That county boards of supervisors be required to provide ample protection against the danger of fire in the almshouses under their control whenever the need of such protection is officially reported to them by this Board.

Twelfth.— That the boards of managers of charitable and reformatory institutions, under private control, but in receipt of State appropriations, be required to visit and inspect the institutions under their charge, and to hold their meetings at such institutions, at least once each month, following in these respects the requirements of law which govern the boards of managers of the State institutions.

### STATE INSTITUTIONS

Eighteen charitable institutions, subject to the visitation and inspection of the Board, are maintained by the State.

These, named in the order in which they were established, are as follows: State Agricultural and Industrial School, Industry, 1902, originally established in 1846 as The Western House of Refuge for Juvenile Delinquents; name changed June 2, 1886, to State Industrial School, and by chapter 527, Laws of 1902, to the State Agricultural and Industrial School; Syracuse State Institution for Feeble-Minded Children, Syracuse, 1851; New York State School for the Blind, Batavia, 1865; Thomas Indian School, Iroquois, incorporated in 1855 as a private institution, and by chapter 162 of the Laws of 1875, reorganized and established as a State institution; State Custodial Asylum for Feeble-Minded Women, Newark, established as a branch of the Syracuse

State Institution for Feeble-Minded Children in 1878, and as a separate institution by chapter 281 of the Laws of 1885; New York State Soldiers and Sailors' Home, Bath, 1878; New York State Training School for Girls, Hudson, 1904, originally established as the House of Refuge for Women, Hudson, 1881; Western House of Refuge for Women, Albion, 1890; New York State Reformatory for Women, Bedford, 1892; Rome State Custodial Asylum, Rome, 1893; Craig Colony for Epileptics, Sonyea, 1894; New York State Woman's Relief Corps Home, Oxford, 1894; New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw, 1900; New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook, 1900; New York State Training School for Boys, Yorktown Heights, established by chapter 718, Laws of 1904, but not yet ready to receive inmates; Letchworth Village, Thiells, originally established as the Eastern New York State Custodial Asylum, by chapter 331, Laws of 1907, but name changed to Letchworth Village by chapter 446, Laws of 1909. The following have been authorized by the Legislature, but are not yet open: The State Industrial Farm Colony, Green Haven, 1911; and the State Reformatory for Misdemeanants, 1912.

The receipts of these institutions for the fiscal year ending September 30, 1914, including balance on hand at the beginning of the year (\$56,476.65), amounted to \$2,631,394.13. Their expenditures aggregated \$2,536,476.67; \$1,986,458.51 being for maintenance; \$429,261.69 for buildings, improvements and extraordinary expenses; while \$120,756.47 was returned to the State Treasurer pursuant to the provisions of the law. The total number of their beneficiaries was 12,017.

During the year all the State institutions under the jurisdiction of the Board were visited and inspected by the president, a number of them by the vice-president and most of them by the several committees and commissioners of the Board respectively charged with their oversight. Together with the private institutions receiving State appropriations, they were also regularly visited and inspected by the Board's inspector of State charitable institutions.

## THE LARGE APPROPRIATION RECOMMENDED FOR STATE INSTITUTIONS

The Board believes that the total amount it recommends for the State institutions, while large, is necessary to provide for the proper extension of their facilities and the care of the inmates. It realizes, of course, that the Legislature and the Governor can best judge what the State can afford to spend for these purposes.

## PRIVATE INSTITUTIONS RECEIVING STATE APPROPRIATIONS

The following named schools and institutions, ten in number, under private management, but mainly supported by State appropriations, are also subject to the Board's visitation and inspection and were regularly inspected during the year. New York Institution for the Instruction of the Deaf and Dumb, New York, 1817; Society for the Reformation of Juvenile Delinquents in the City of New York (usually known as the House of Refuge), New York, 1824; New York Institute for the Education of the Blind, New York, 1831; Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo, 1853; Institution for the Improved Instruction of Deaf-Mutes, New York, 1867; St. Joseph's Institute for the Improved Instruction of Deaf-Mutes, Westchester, with branch at Brooklyn, 1875; Central New York Institution for Deaf-Mutes, Rome, 1875; Western New York Institution for Deaf-Mutes, Rochester, 1876; Northern New York Institution for Deaf-Mutes, Malone, 1884; Albany Home School for the Oral Instruction of the Deaf, Albany, 1889.

The receipts of these institutions for the fiscal year ending September 30, 1914, were: From cash on hand, \$429,706.86; from public sources, \$764,798.41; from private sources, \$261,625.51; total receipts, \$1,456,130.78. Their expenditures aggregated \$1,106,731.61; and the total number of their beneficiaries was 3,228.

**THE MANAGERS OF STATE CHARITABLE INSTITUTIONS**

Section 50 of chapter 57 of the Laws of 1909, constituting chapter 55 of the Consolidated Laws, requires that "the board of managers or trustees of each of the state institutions, reporting to the fiscal supervisor, in addition to their other duties now required by law, shall, by a majority of its members, visit and inspect the institution for which it is appointed at least monthly, and shall make a written report to the governor, the state board of charities and the fiscal supervisor within ten days after each visitation, to be signed by each member making such visitation."

From reports filed in the office of the State Board of Charities under this section of the State Charities Law, the following table has been compiled to show the number of managers present at each meeting during the year. Some of the managers may have failed to comply with the statute which requires the actual signature of reports by the managers in attendance at the meetings, and this table shows those only who signed reports received by this Board. Several do not send their reports promptly as required by the State Charities Law, "within ten days after each visitation," and they are received a month or longer after the time they should have been filed.





**TABLE E**  
*Table of Appropriations Made in 1914, and Recommended for 1915-1916, for the State Charitable and Re-*

‡ Any increase or decrease.  
 † To enable reformatory.

**TABLE F**  
*Classified maintenance expenditures of the State Charitable institutions for the year ending September 30, 1914, with itemized per capita cost of maintenance*

INSTITUTIONS	State Agricultural and Industrial School, Industry	New York State Training School for Girls, Hudson	Western House of Refuge for Women, Albion	New York State Reformatory for Women, Bedford	New York House of Refuge (of the Society for the Reformation of Juvenile Delinquents in the City of New York), Randall's Island, 1
.....	721	333	240	502	563
.....	\$213,403 60	\$120,862 61	\$68,302 96	\$111,543 10	\$156,335 94
.....	296 88	362 44	284 59	222 20	377 68
.....	6 89	6 87	5 47	4 27	5 34
.....	126,347 11	53,173 98	31,830 76	51,073 76	71,753 78
.....	175 84	20,153 88	15,131 79	24,101 14	39,127 46
.....	23,290 31	20,896 91	15,138 39	24,284 10	39,039 18
.....	32 30	3,623 72	1,793 03	48 88	69 38
.....	3,539 67	3,377 34	1,793 37	2,396 98	3,493 49
.....	4 81	3,770 14	7 47	4 28	6 90
.....	13,705 86	6,168 04	2,684 30	5,080 93	14,878 07
.....	16 01	18 52	10 12	10 12	26 23
.....	19,436 19	11,680 67	6,539 73	11,942 96	9,113 75
.....	27 03	34 61	27 25	23 79	16 20
.....	860 73	803 76	600 87	336 53	795 24
.....	1 22	2 41	2 50	67 07	1 41
.....	1,818 39	1,281 44	494 50	507 20	4,084 62
.....	2 52	3 36	1 93	1 01	6 22
.....	3,755 21	5,531 13	1,789 12	2,709 47	1,847 67
.....	5 21	16 61	7 45	5 40	3 28
.....	11,917 38	1,911 76	1,047 84	7,966 90	961 43
.....	16 83	5 74	4 37	15 33	1 71
.....	3,620 02	5,630 21	693 06	2,350 96	3,572 06
.....	5 02	16 91	2 89	4 08	6 34
.....	205 08	104 64	25 71	.....	146 81
.....	.....	32 32	11 11	.....	6 24
.....	4,835 53	11,233 55	5,956 64	3,161 86	6,641 86
.....	6 71	33 73	24 83	6 30	11 79
.....	other maintenance expenses.....	.....	.....	.....	.....

<sup>1</sup> Includes the value of home and farm products consumed.

<sup>2</sup> Under private management, but supported by State appropriations.

## TABLE F

INSTITUTIONS	Syracuse State Institution for Feeble-Minded Children, Syracuse	State Custodial Asylum for Feeble-Minded Women, Newark	Rome State Custodial Asylum, Rome	Letchworth Village, Thibault	Craig Colony for Epileptics, Batavia	New York State Soldiers and Sailors' Home, Bath
.....	571	802	1,374	100	1,428	1,393
.....	\$114,218.99	\$121,338.65	\$210,440.54	\$57,922.06	\$299,054.36	\$325,650.68
.....	200.21	181.30	157.33	579.22	209.40	233.76
.....	3.85	2.91	3.03	11.14	4.02	4.49
.....	52,052.00	55,754.31	99,892.60	29,956.11	128,933.43	127,433.46
.....	91.18	69.52	72.90	399.86	90.29	91.48
.....	19,019.55	30,236.46	36,871.37	5,926.26	70,325.63	105,748.08
.....	33.31	37.70	24.84	59.28	49.29	75.91
.....	3,451.30	3,879.34	5,187.92	1,854.53	6,982.28	6,473.73
.....	6.05	4.84	8.78	18.54	4.89	4.65
.....	5,653.24	4,859.58	10,845.74	2,393.75	17,390.82	24,310.80
.....	9.60	4.06	7.58	23.94	12.16	17.45
.....	11,478.84	13,245.30	19,944.32	3,264.08	30,479.60	33,844.35
.....	29.10	15.52	14.52	32.84	21.24	24.30
.....	744.58	656.80	1,231.99	98.08	4,371.83	3,992.89
.....	1,800.21	2,149.47	3,380.70	357.37	6,836.09	2,817
.....	3.15	2.58	2.45	3.77	6.83	.....
.....	24.47	30.46	93.85	33.73	269.18	185.13
.....	of inmates	1,370.93	23,908.84	5,218.68	9,931.03	9,787.15
.....	13.99	1.71	17.40	62.19	6.96	7.02
.....	6,812.80	5,228.63	6,989.48	3,093.93	13,324.75	6,556.96
.....	11.93	6.52	5.09	30.64	9.33	4.78
.....	101.04	24.59	138.68	126.60	.....	.....
.....	10.18	0.03	1.37	1.27	.....	.....
.....	5,190.31	3,845.99	7,971.86	4,866.10	10,160.50	7,197.76
.....	9.09	4.79	5.80	7.10	7.10	6.17
.....	sanbor expenses.	.....	.....	45.69	.....	.....

**TABLE F**  
*Classified maintenance expenditures of the State charitable institutions for the year ending September 30, 1914, with itemized per capita cost of maintenance — (Concluded)*

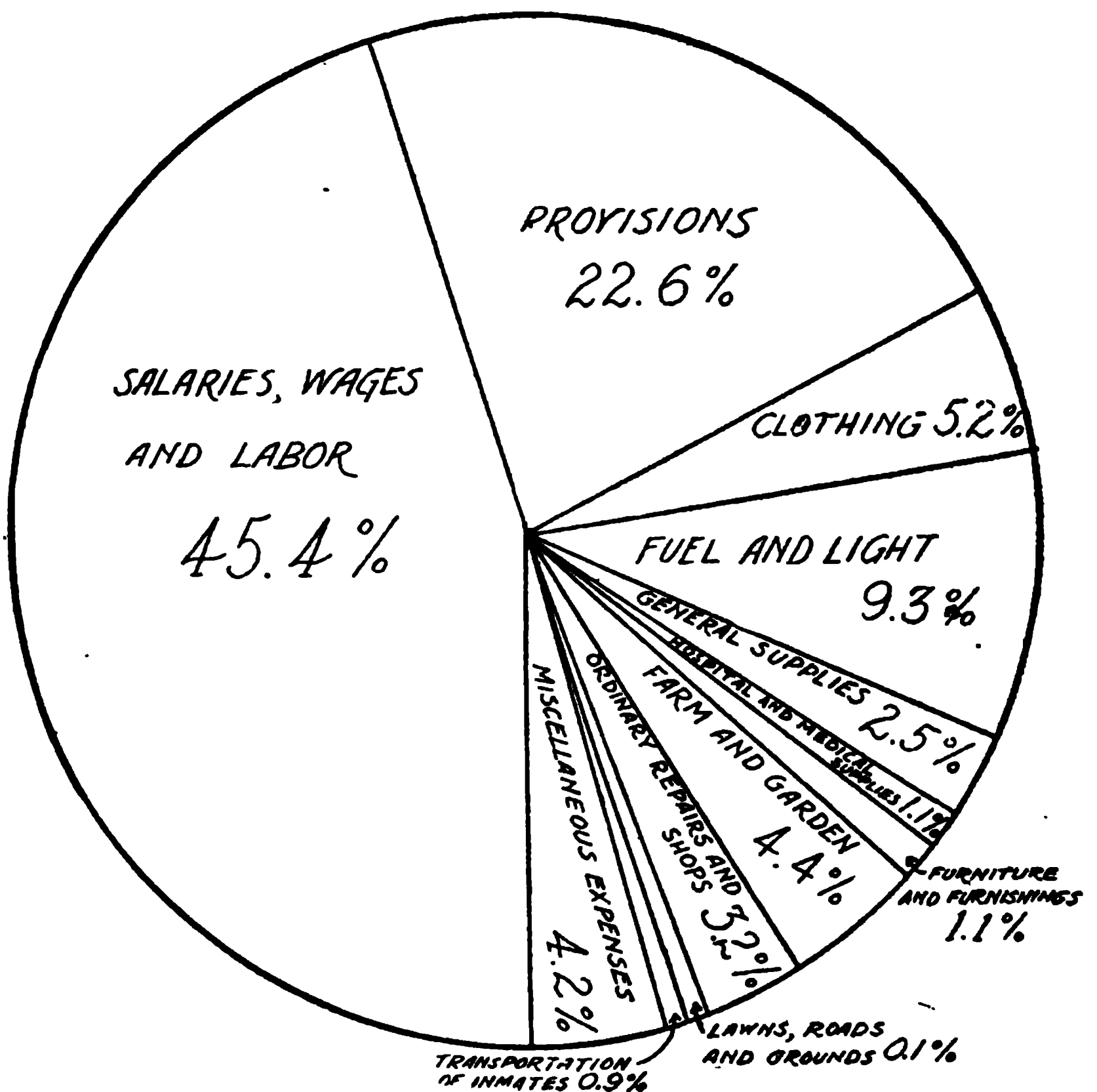
INSTITUTIONS		New York State Woman's Relief Corps Home, Oxford	Thomas Indian School, Iroquois	New York State School for the Blind, Batavia	New York State Hospital for the Crippled and Deformed Children, West Haven, straw	New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook	Totals and averages
.....	.....	185	170	114	69	308	8,898
.....	.....	\$46,937 41	\$43,186 50	\$53,557 73	\$31,862 55	\$141,244 01	\$2,125,927 48
.....	.....	203 99	254 04	438 49	491 78	466 13	289 80
.....	.....	4 88	4 88	9 40	8 88	8 96	4 61
.....	.....	23,555 67	22,265 07	33,265 80	16,312 45	43,220 01	904,648 69
.....	.....	137 38	130 99	253 08	236 41	142 64	108 78
.....	.....	8,852 14	5,806 24	9,268 09	7,030 30	58,849 88	479,734 58
.....	.....	45 31	31 56	81 30	101 89	194 22	54 10
.....	.....	1,172 33	1,100 06	961 48	699 62	6,938 36	53,271 13
.....	.....	6 34	6 47	8 70	9 27	22 80	6 01
.....	.....	232 98	2,376 48	313 58	275 41	611 83	111,700 69
.....	.....	1 26	13 98	2 75	3 99	12 60	12 60
.....	.....	5,178 58	3,869 40	5,238 53	1,763 67	11,646 57	195,619 28
.....	.....	27 99	22 76	45 95	25 42	38 44	22 40
.....	.....	712 63	65 98	144 22	1,862 15	5,083 35	22,363 02
.....	.....	supplies	39	1 27	27 42	16 71	2 62
.....	.....	313 23	480 39	.....	265 53	.....	23,719 80
.....	.....	1 70	2 83	.....	3 85	.....	2 87
.....	.....	.....	10 07	94 33	.....	2,712 00	19,153 82
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.....	.....	4,684 63	3,672 62	651 03	661 81	1,263 86	93,647 49
.....	.....	25 21	21 60	5 71	9 88	3,534 84	66,986 97
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.....	.....	shops	11 36	23 67	4 03	11 06	1,067 13
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.....	.....	1 14	09	.....	.....	.....	.....
.....	.....	2,010 62	2,032 87	4,022 18	2,700 01	7,431 81	38,951 32
.....	.....	10 87	11 96	35 28	39 13	24 83	10 03
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## STATE OF NEW YORK — STATE BOARD OF CHARITIES

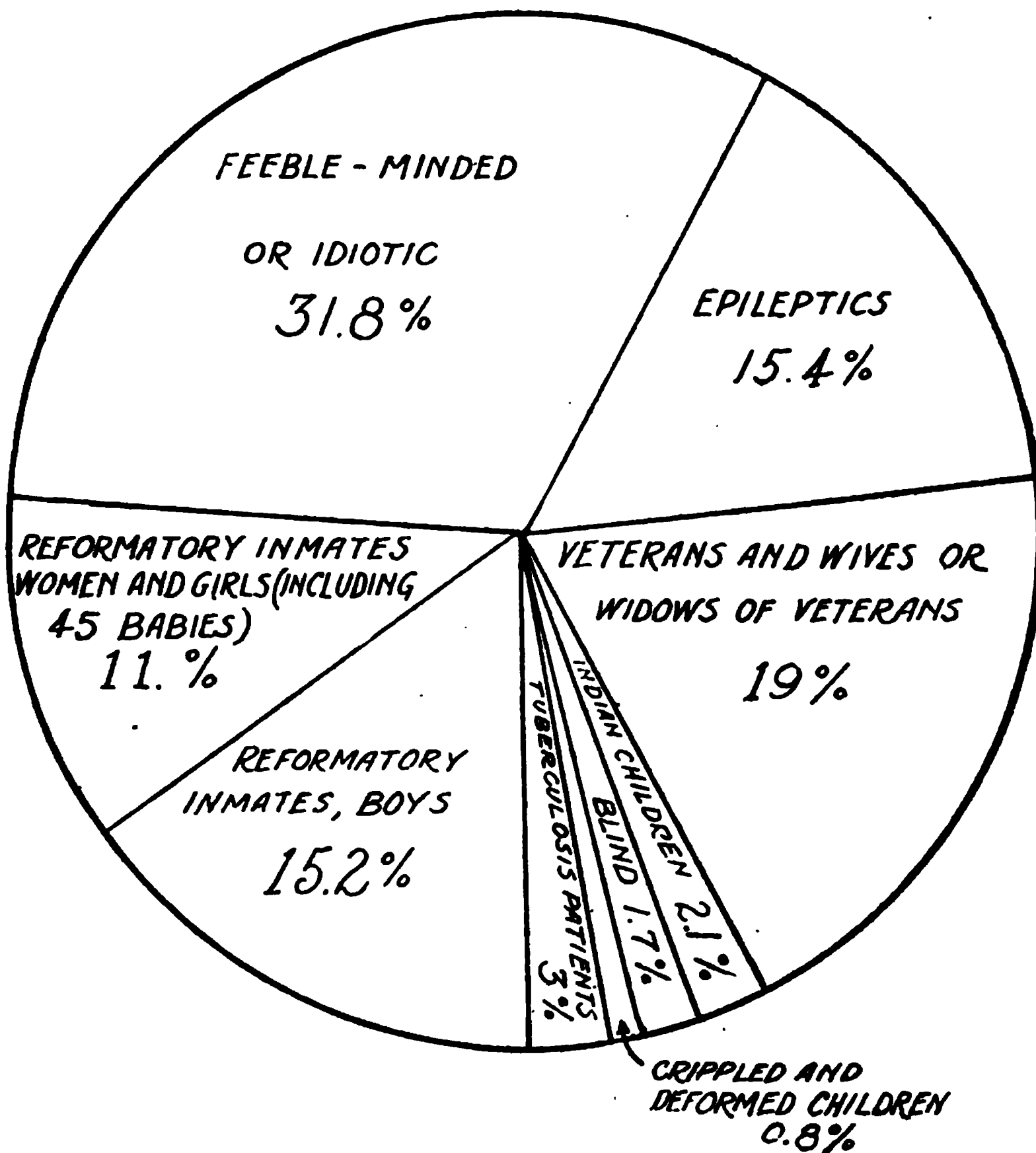
CHART SHOWING RELATIVE EXPENDITURES FOR MAINTENANCE  
IN THE STATE INSTITUTIONS SUBJECT TO THE VISITATION AND  
INSPECTION OF THE STATE BOARD OF CHARITIES FOR THE  
YEAR ENDING SEPTEMBER 30, 1914.





**STATE OF NEW YORK — STATE BOARD OF CHARITIES**

*CHART SHOWING THE SEVERAL CLASSES OF INMATES IN THE  
STATE INSTITUTIONS SUBJECT TO THE VISITATION AND  
INSPECTION OF THE STATE BOARD OF CHARITIES,  
SEPTEMBER 30, 1914 (9,232)*



### THE STATE CHARITABLE AND REFORMATORY INSTITUTIONS.

The Constitution and the State Charities Law make the visitation and inspection of the several special institutions established and maintained by the State for charitable and reformatory purposes one of the duties of the State Board of Charities.

Among other things in connection with these institutions this Board must inquire into the merits of any and all requests made by the Boards of Managers for appropriations for new buildings and other improvements, "aid in securing the erection of suitable buildings for the accommodation of inmates" and also "aid in securing the best sanitary condition of the buildings and grounds of such institutions and advise measures for the protection and preservation of the health of the inmates." It is required to determine "whether all parts of the State are equally benefited;" examine into "the methods of industrial, educational and moral training" and decide whether such methods "are best adapted to the needs of the inmates" and "whether the objects of the institution are being accomplished." The Board must also observe the "condition of buildings and grounds," "the general conduct and qualifications of officers and employees" and investigate "any other matter connected with or pertaining to the usefulness or good management" of these institutions. The needs, work and general policies of all State institutions subject to the visitation and inspection of the State Board of Charities are under its supervision and the Board's rights and powers may be enforced by an order of the Supreme Court, or, if necessary, through indictment by a grand jury.

The nineteen State institutions under the supervision of this Board consist of two divisions, both of which may be considered as comprised of small groups having similar functions. The first division has eleven institutions which are charitable in character, the second consists of eight which have reformatory functions. The charitable institutions are in three groups: four are custodial, three educational, and four belong to the hospital class. The eight reformatory institutions are also of three classes: four are training schools for young delinquents, two

are reformatories for women, and two are to be farm colonies for men, misdemeanants, tramps and vagrants.

The House of Refuge of the Society for the Reformation of Juvenile Delinquents, located on Randall's Island, New York City, is one of those included in the training school group, although not a State institution in the same sense as the others. It is a private corporation, governed by a self-perpetuating board of twenty-four managers, in whose selection neither the Governor of the State nor the Senate has a voice, yet it is wholly maintained by public funds, and although now receiving juvenile delinquents over twelve years of age should be relieved of this function when the State Training School for Boys at Yorktown Heights is opened.

All of these institutions in which inmates are maintained have been visited by the President of this Board and by the Commissioners and Committees having special supervision under its by-laws. Besides these visitations they have been inspected periodically by two of the Board's inspectors.

The State Board of Charities submits in this report general estimates and recommendations for buildings and other improvements deemed immediately necessary for the several State charitable and reformatory institutions, and in the pages which follow presents special statements showing the general work and condition of each at the close of the fiscal year.

## STATE AGRICULTURAL AND INDUSTRIAL SCHOOL

### Industry, Monroe County

Originally established in 1846 as the Western House of Refuge for Juvenile Delinquents

This institution has at present capacity for 755 inmates. On October 1, 1913, there were 726 boys present. During the year 635 were admitted and 683 were discharged, leaving at the close of the fiscal year 678 inmates. The average number during the year was 721 and the weekly per capita cost of support, including the value of home and farm products consumed, \$7.41; excluding this value, \$5.69.

The receipts during the fiscal year were: From cash on hand at the beginning of the year, \$1,435.07; from special appropria-

tions, \$8,249.55; from maintenance appropriations, \$212,700; from the sale of farm and garden produce, \$871.28; from all other sources, \$932.32; making the total receipts for the year, \$224,188.22.

The maintenance expenses were: For salaries of officers, \$20,124.46; for wages and labor, \$106,222.65; for provisions, \$23,290.31; for general supplies, \$3,539.67; for clothing, \$13,705.86; for fuel and light, \$19,488.19; for hospital and medical supplies, \$880.78; for furniture and furnishings, \$1,818.39; for transportation and traveling expenses, \$3,755.21; for farm and garden supplies, \$11,917.38; for ordinary repairs and shops, \$3,620.02; for lawns, roads and grounds, \$205.05; for unclassified expenses, \$4,835.53; total, \$213,403.50.

The extraordinary expenditures were \$10,053.15, of which \$3,294.94 was for improvements, \$3,901.05 for extraordinary repairs, \$1,803.60 for remittance to the State Treasurer, and \$1,053.56 for other purposes, making the aggregate expenditures for the year \$223,456.65, and leaving, September 30, 1914, a cash balance of \$731.57.

Of the expenditures for maintenance during the year 59.2 per cent. was for salaries, wages and labor, 10.9 per cent. for provisions, 1.7 per cent. for general supplies, 6.4 per cent. for clothing, 9.1 per cent. for fuel and light, .4 of 1 per cent. for hospital and medical supplies, .9 of 1 per cent. for furniture and furnishings, 1.8 per cent. for transportation and traveling expenses, 5.6 per cent. for farm and garden supplies, 1.7 per cent. for ordinary repairs and shops, .1 of 1 per cent. for lawns, roads and grounds, and 2.2 per cent. for all other maintenance expenses.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$128,000; for provisions, \$22,000; for fuel and light, \$18,000; for clothing, \$16,000; for medical supplies, \$700; for furniture and furnishings, \$6,000; for farm and garden, \$13,000; and for transportation of inmates, books and stationery, ordinary repairs, and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$10,300.

Chapter 531, Laws of 1914 (Special Act), appropriated for sewage disposal, \$1,000; and for drain tile for farm, \$250.

Chapter 530, Laws of 1914 (Supply Bill), appropriated for agricultural development, \$500.

Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: for alterations and additions to hospital, \$10,000; for school books and apparatus, \$1,658.85; for farm drain tile, \$630; for furnishing new cottages, \$589.83; and for fencing, \$940.70.

The maintenance appropriations amounted to \$214,000, the special appropriations to \$1,750, and the reappropriations to \$13,819.38, making the total available \$229,569.38.

The special appropriations provided for comparatively few improvements besides those for the further development of the several school farms and the extension of the hospital.

An examination of the roster shows that although the average number of inmates was 721, there were 1,361 boys under care at some time during the year, of whom 683 were discharged, which when compared with the total number enrolled, shows a comparatively rapid movement in the population. This is due to the fact that the boys may gain early parole and subsequent discharge by faithful compliance with the rules and regulations. It is not desirable that boys shall be retained in the institution longer than is required for their social and moral readjustment. When this is accomplished, they may safely be discharged. Hence the methods of discipline encourage the inmates to earn discharge quickly. Fortunately for the boys and the public, a large majority of those committed to the School respond to the encouragement of the officers and endeavor to win parole and subsequent independence.

It is evident that the problem of juvenile delinquency becomes more complex and increases in difficulty as the population of the State grows. Social conditions are responsible for many of the temptations which beset the young and lead to delinquency. The habit of disobedience is fostered in cities especially by the difficulty of finding opportunities for play. In congested centers the streets are the only playgrounds accessible and traffic regulations require that they shall be kept open for vehicles, but children will play even though to do so in the street is forbidden and

they thus learn to disregard authority and form habits which in the end may lead to serious infractions of law.

This conclusion is borne out by the histories of boys committed to this institution which show that unsuitable environment was mainly responsible for their delinquencies. Under different conditions or in a better environment, the majority of the boys in the School would have grown to manhood and citizenship without lapse into crime. The State does well therefore to provide for the maintenance, education and training of juvenile delinquents and encourage them to reform.

The daily routine in the cottages and upon the farms is intended to promote reformation. It is a stimulus for the welfare of the boys and its firm discipline inspires them to obey law. Other influences are also used to build character. They are in touch with nature and have opportunities to do many things which normal boys love. Their work on farms and gardens, the care of stock, their hours at school and the daily opportunities for healthful, exciting play are all adapted to moral improvement.

The establishment of this school for juvenile delinquents marked a radical departure from the disciplinary systems which were then general in this country and abroad. The essential idea of the latter is atonement by punishment for offenses, while the principle of this institution is normal development through education and exercise. Various methods of training are used for the readjustment of the normal boy to society and the results of the education given at Industry have demonstrated the benefits of this plan for juvenile delinquents. The freedom allowed, the home-like life, and the encouragement to self-discipline, prepare the majority of the boys for parole and ultimate discharge in a comparatively short time.

The statistics of paroles indicate the satisfactory results of the school methods by the fact that few of the boys who are paroled are returned to the school for misconduct. A recent report shows that one group of 769 boys on parole had only eleven "doing poorly." Another report states that of 750 boys under supervision after parole, the conduct of only five was "unsatisfactory." The parole agents made 4,875 visits to the boys during the fiscal year, from which fact it is apparent that a helpful oversight is maintained.

This Board renews its recommendations that the State establish a central bureau to have charge of all persons released upon parole from any of the reformatory institutions maintained by the State; this would doubtless prove more beneficial and efficient than the present method of supervision by officers who have relation to one institution only. The suggested central bureau would coördinate the parole work of all the State institutions, save time and money and exert a moral influence of great value.

Chaplains of State institutions should reside upon the grounds. Their moral influence, especially in schools for delinquents, is exceedingly valuable, and the counsel which they can give at critical times is effective aid to the general discipline. At this school there are no cottages available for the chaplains. A small and inexpensive cottage should be provided for each chaplain and be furnished suitably for use in connection with his special work.

Instruction in agriculture is a prominent feature in the plan. The farm work done in 1914 is shown in part by twenty silos filled with cut corn and by 4,650 bushels in the ear, put into the school barns and cribs. The potato crop is stated to be over 7,500 bushels and more than 320 bushels of beans are in storage. The large herd of cows produced during the month of September 42,325 pounds of milk. Of this amount 3,028 pounds were used for cream, the boys consumed at their cottages 12,610 pounds, and the remainder made 1,084 pounds of butter.

The annual fair held at the institution gives the boys an opportunity to exhibit some individual work. At no public exhibition is greater interest manifested by competitors than is shown by the boys who enter products of farm and garden. There can be no doubt the crime spirit disappears when generous emulation in doing things that count in the world takes the place of rowdy rivalry. The annual exhibition encourages initiative and independence. It demonstrates what can be done in workshop, field and garden and none more quickly recognize success and award a full measure of praise to the deserving than the boys themselves.

Not a death occurred at the school during the year. This is a fine record and indicates careful attention to sanitation and hygiene. A more efficient method for the disposal of sewage is being installed and when it is completed should prevent epidemics.

# ANNUAL REPORT OF THE

fireproof construction is needed for the receptional inmates, which will give the school accommodation for this number of teachers can arrange their classes to propose.

ed for the hospital and the assembly hall and gymnasium.

are not yet completed, nor have the electric lines been extended over the whole institution.

and other improvements, special appropriation.

of Charities recommends for the State Agricultural School at Industry, the following appropriation thereof as may be necessary.

cottage for boys.....	\$14,000
Trades building and Tonawanda .....	3,500
walks and grading.....	5,000
addition to hospital.....	3,000
r assembly hall and gymnasium .....	2,000
s.....	3,000
of water mains.....	2,000
.....	1,000
tage .....	3,000
ts and equipments.....	500
d telephone extension.....	1,000
nursery stock for farm.....	1,000
repairs and equipment.....	5,000
cial appropriations recommended.	\$44,000
ce, of which \$3,500 shall be for	
s .....	222,000
e total appropriations approved..	\$266,000



**NEW YORK STATE TRAINING SCHOOL FOR GIRLS,  
Hudson, Columbia County**

Established in 1904.

Originally established in 1881 as the House of Refuge for Women.

This institution has capacity for 366 inmates. The number of inmates October 1, 1913, was 345, and 175 were admitted during the year, making the total number under care 520. During the year 196 were discharged and 2 died, leaving, September 30, 1914, 22 of whom 4 were infants. The average number present during the year was 333, and the weekly cost of support, including the value of home and farm products consumed, \$7.29; excluding this value, \$6.97.

The receipts during the fiscal year ending September 30, 1914, were: From cash balance of the previous year, \$3,039.55; from unexpended appropriations of former years (special fund), \$93,346.35; from maintenance appropriations, \$117,804.77; from other sources, \$74.64; total, \$214,265.31.

The maintenance expenditures for the year were: For salaries of officers, wages and labor, \$52,173.98; for provisions, \$20,886.91; for general supplies, \$3,377.34; for clothing, \$6,168.04; for fuel and light, \$11,590.97; for hospital and medical supplies, \$803.76; for furniture and furnishings, \$1,281.44; for transportation and traveling expenses, \$5,531.12; for farm and garden supplies, \$1,911.75; for ordinary repairs and shops, \$5,630.21; for lawns, roads and grounds, \$104.64; for all other maintenance expenses, \$11,232.65; total, \$120,692.81.

The extraordinary expenditures were reported as \$93,420.99, of which \$88,037.15 was for buildings and improvements, \$2,310.69 for extraordinary repairs, \$74.64 for remittance to State Treasurer, and \$2,998.51 for all other extraordinary expenses, making the total expenditures for the year \$214,113.80, and the cash balance September 30, 1914, \$151.51.

Of the expenditures for maintenance during the year 43.2 per cent. was for salaries, wages and labor, 17.3 per cent. for provisions, 2.8 per cent. for general supplies, 5.1 per cent. for clothing, 9.6 per cent. for fuel and light, .7 of 1 per cent. for medical supplies, 1.1 per cent. for furniture and furnishings, 4.6 per cent.

for transportation of inmates, 1.6 per cent. for farm and garden, 4.6 per cent. for ordinary repairs and shops, .1 of 1 per cent. for lawns, roads and grounds, and 9.3 per cent. for all other maintenance expenses.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$52,000; for provisions, \$18,500; for fuel and light, \$15,000; for clothing, \$6,000; for medical supplies, \$3,600; for furniture and furnishings, \$4,400; for farm and garden, \$3,500; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$34,000.

Chapter 531, Laws of 1914 (Special Act), appropriated for retaining wall for bank at sewage disposal plant, \$1,400; for the purchase of land and equipment, \$456.87; for outside lighting, new quadrangle, \$1,200; for locking devices, \$1,250, and for repairs and changes to administration building, \$1,500.

Chapter 180, Laws of 1914 (Special Act), appropriated for razing Stuyvesant hospital and old ice house, \$2,500.

Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: For furniture and furnishing two cottages, \$3,000; for new conduits, steam and water mains, \$6,000; for two new cottages and outside connections, \$37,791.05; for enlargement of laundry, \$2,500; for extraordinary repairs and new equipment, including repairs and extensions to present farm buildings and furnishing material for school and offices, \$1,445.91; for two new cottages and outside connections, and for furnishing and equipment thereof, \$2,137.91; for trunk mains and feeder cables, new conduits, \$1,241.95; for materials for schools and offices, \$339.39; and for guardhouse repairs, \$1,464.12.

The maintenance appropriations amounted to \$137,000, the special appropriations to \$8,306.87, and the reappropriations to \$55,920.33, making the total available \$201,227.20.

Work upon new buildings and other improvements was prosecuted during the past year and gradually the New York State Training School for Girls is nearing completion. The removal of the old refuge building which occupied one end of the main campus cleared the way for the new school building and

this is now in service, having been formally opened for class work December 11, 1914. In November two of the new cottages, named respectively "Mott" and "Stowe", were accepted from the contractors, and their occupation increases the institutional capacity by fifty-two beds.

Appropriations were made in May, 1913, for a new hospital, a storehouse and refrigerating plant, and a pavilion for contagious diseases. Plans have been approved but no contracts could be made for the erection of these much needed buildings. The bids when received were found in excess of the appropriation and unless the plans are modified it will be necessary for the Legislature to provide more money. The Board of Managers reports that it has "by letter, telephone, telegram and personal interviews" urged the State Architect's Department "to complete its work for these proposed buildings" but "changes and vicissitudes in that Department have resulted in loss of notes, mislaying of plans, and forgetting of orders." The same lack of coöperation which hindered the progress of other institutions has retarded the development of the New York State Training School for Girls.

It has now inmate cottages and equipment for about four-fifths of its maximum capacity and should be completed at once, as it is the only State institution for the reception of delinquent young girls under sixteen years of age, and they may be committed from all counties of the State. The work of this school is of such importance that the buildings and equipment provided should be of the best character. "Temporary" structures, or others left partly unfinished, or with important features omitted from the plans in the hope that they may be completed through future appropriations, are never economical and always cause serious inconvenience. A careful "layout" was made for this institution in 1910 by State Architect Franklin B. Ware, and should be followed so far as possible in the location and character of all new buildings.

The older cottages have been renovated and repaired but more work is required to put them in the best possible condition. The installation of an electric annunciator system in all of the cottages is necessary and has been recommended frequently because

it will do away with the dangerous system of confining each girl in a locked room at night. In case of fire each lock must now be opened separately and may result in loss of life.

The grounds and other outside property of the institution need the protection of an iron fence. The old high board fence around the campus has sagged and fallen in places and is properly characterized by the Board of Managers as "in a disgraceful condition." It is easily scaled by persons seeking unlawful entrance to the grounds, and should be replaced by a permanent structure. A new gatehouse is also needed and some small cottages for the men employed in the power plant, and as guards or in other service which requires that they shall always be on the grounds. The engineer and all his assistants reside in the city of Hudson at a considerable distance from the school. In case of a fire or other grave emergency they cannot render assistance to the women officers, either in the salvage of property or the control of the inmates. Several small cottages on the grounds would make the men employees available whenever needed. Two small parcels of land adjacent to the reformatory, immediately on the highway, if purchased would afford suitable locations and at the same time insure greater protection to the property and privacy of the inmates.

Girls when committed to this institution are of the impressionable age and under instruction may become useful and respectable women. The progress they make intellectually and morally is dependent upon the staff, the teachers and other employees of the institution. Most of the girls received are committed by the courts for minor offences, or vicious associations, or lack of home control, but in the majority of cases unsuitable environment is the real cause. The purpose of the training school is to promote a clearer understanding of the opportunities and obligations of life. The teachers, matrons and other employees are expected to use their powers for the moral betterment of the girls. For this reason women of fine character, having good judgment, broad sympathy, much patience and untiring zeal, are needed in the various positions. This is especially true of the cottage matrons and assistants for their duties keep them in more constant and intimate association with

the girls than does the work of other officers. The salaries in State institutions are now equal to those paid for responsible work elsewhere, and the opportunity for helpful social service is unique.

Recently the schoolroom work has been rearranged and one of the assistant superintendents, acting as supervisor, has full control in the arrangement of hours and classes, thus making it possible to harmonize instruction in the several departments of the institution better than heretofore. The industrial training will take a more important place when the other buildings which have been planned are ready and then the general work can be organized to give the girls a good practical education fitting them for self-support.

Many feeble-minded girls are sent to the training school by the courts and as they cannot be materially benefited by the discipline, must be returned to their respective counties for other disposition. In most instances these should be committed to the State Custodial Asylum at Newark. Examiners of the Bureau of Analysis and Investigation of this Board, have, upon request of the board of managers, tested 183 of the inmates, of whom 92 were found mental defectives of a low type. Arrangements for the future care of seventeen of these girls are not completed, but sixty-four have been sent away from the school, twelve going to the Rome State Custodial Asylum, three to the State Custodial Asylum for Feeble-Minded Women at Newark, one to the State school for Feeble-Minded Children, Syracuse, and one to the State Hospital for the Insane. Of the others twenty-four were returned to the care of county superintendents of the poor, and twenty-two placed in family homes. One girl was deported, another is at service in a country home, a third in charge of a probation officer, while nine await final transfer to custodial asylums when room opens for them.

The discharge of these seventy-five feeble-minded girls permits the reception of an equal number from the waiting list but does not finally dispose of the 183 examined, many of whom are out of place in a reformatory institution. They had been under observation for some time before the Bureau was requested to investigate and determine their mentality. The purpose and limited capacity

of the training school makes it essential that it shall not be used as a custodial asylum, and therefore all the feeble-minded inmates should be returned to the proper local authorities without unnecessary delay.

The State Board of Charities recommends for the New York State Training School for Girls the following appropriations or so much thereof as may be necessary:

For the purchase of additional land.....	\$22,000 00
For a laundry school building.....	10,000 00
For two new cottages for inmates.....	60,000 00
For a cottage for paroled girls.....	42,000 00
For furnishings for cottages.....	4,000 00
For underground heating and water mains and sewers to north plateau.....	18,000 00
For extension of electric system and ground lights	12,000 00
For improvements to Lowell cottage.....	2,500 00
For seven porches on old cottages.....	7,000 00
For piggery and fencing.....	3,000 00
For insect screens for unscreened buildings....	3,000 00
For equipment for new schoolhouse.....	6,000 00
For underground heating and water mains to new buildings .....	8,000 00
For a protective fence, entrance and guard's house .....	20,000 00
For electric annunciator system.....	8,000 00
For houses for four men employees and their families .....	10,000 00
Special appropriations recommended.....	\$235,500 00
For maintenance, of which \$3,500 shall be for ordinary repairs .....	161,000 00
Making the total appropriations recommended...	<u>\$396,500 00</u>



for salaries of officers and wages of employees, \$35,200; for provisions, \$11,000; for fuel and light, \$8,200; for clothing, \$2,600; for medical supplies, \$1,200; for furniture and furnishings, \$2,000; for farm and garden, \$1,400; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$6,400.

Chapter 531, Laws of 1914 (Special Act), appropriated for the expense of purchasing from the village of Albion the perpetual right to discharge sewage into the sewers of such village, \$20,000.

Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: For extraordinary repairs and new equipment, \$933.34; for hospital equipment, \$990.75; and for sewage disposal plant, \$1,200.

The maintenance appropriations amounted to \$68,000; the special appropriations to \$20,000; and the reappropriations to \$3,124.09; making the total available, \$91,124.09.

Any woman between the ages of sixteen and thirty years convicted of petit larceny, vagrancy, habitual drunkenness, of being a common prostitute, or frequenting disorderly houses or houses of prostitution, or guilty of a misdemeanor, may, if she is not insane or mentally or physically incapable of being substantially benefited by the discipline of the institution, be committed from the fourth, fifth, sixth, seventh and eighth judicial districts to the Western House of Refuge for Women. This section of the State contains about half the population. It has many cities and villages which offer temptations to waywardness and it is anticipated that future commitments will be much larger. The institution is full and provision for one or more additional cottages should now be made. The ultimate capacity intended is for 500 women but it is not expected that accommodations for the maximum number will be needed for five years or more. The older cottages need better fire protection and some structural repairs. The heating system requires an additional 150 horse power boiler and general repairs of the steam mains.

The large "Refuge" building is used both as a reception house and for disciplinary purposes. It is built upon the cell block plan and like buildings of the same type elsewhere, has proved unsuitable for an institution of this character. It should be





For maintenance, of which \$2,000 shall be for ordinary repairs .....	\$80,000 00
Total appropriations approved.....	<u>\$207,000 00</u>

**NEW YORK STATE REFORMATORY FOR WOMEN**  
Bedford Hills, Westchester County  
Established 1892

This institution has capacity for 416 inmates. The number of inmates present October 1, 1913, was 498 and 307 were admitted during the year, making the total number under care 805. Two hundred and fifty-six were paroled, thirty were discharged by expiration of sentence, two died, twenty-two were transferred to other institutions, twenty infants were placed with their mothers or elsewhere, and twenty were otherwise discharged, leaving 455 present September 30, 1914, of whom twenty-six were infants. The average number present during the year was 502 and the average weekly cost of support, including the value of home and farm products consumed, \$4.79; excluding this value, \$4.27.

The receipts for the fiscal year ending September 30, 1914, were: From cash on hand at the beginning of the year, \$112.09; from special appropriations, \$31,637.92; from maintenance appropriations, \$111,450; from all other sources, \$221.93; total, \$143,421.94.

The maintenance expenses during the year were: For salaries of officers, wages and labor, \$51,073.78; for provisions, \$24,284.10; for general supplies, \$2,396.95; for clothing, \$5,080.35; for fuel and light, \$11,942.99; for hospital and medical supplies, \$338.53; for transportation of inmates, \$2,709.47; for farm and garden supplies, \$7,696.90; for ordinary repairs, \$2,350.95; for furniture and furnishings, \$507.20; and for all other maintenance expenses, \$3,161.88; total maintenance expenditures, \$111,543.10.

The expenditures for buildings and improvements were \$31,367.23; for extraordinary repairs, \$270.69; for remittance to State

Treasurer, \$221.93; making the total expenditures, \$143,402.95; and leaving a balance of \$18.99 at the close of the year.

Of the expenditures for maintenance during the year, 45.8 per cent. was for salaries, wages and labor, 21.8 per cent. for provisions, 2.1 per cent. for general supplies, 4.6 per cent. for clothing, 10.7 per cent. for fuel and light, .3 of 1 per cent. for hospital and medical supplies, 2.4 per cent. for transportation of inmates, 6.9 per cent. for farm and garden supplies, 2.1 per cent. for ordinary repairs, .5 of 1 per cent. for furniture and furnishings, and 2.8 per cent. for all other maintenance expenses.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$48,400; for provisions, \$25,000; for fuel and light, \$10,200; for clothing, \$6,400; for medical supplies, \$500; for furniture and furnishings, \$3,300; for farm and garden, \$6,700; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$12,000.

Chapter 531, Laws of 1914 (Special Act), appropriated for sewage disposal, \$40,000.

Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances, as follows: for one new fireproof cottage, \$24,985.50; and for enlarging conduit from power house to first manhole, \$3,400.

The maintenance appropriations amounted to \$112,500, the special appropriations to \$40,000, and the reappropriations to \$28,385.50, making the total available \$180,885.50.

The new work covered by the special appropriations is under way, but at the close of the fiscal year is not near completion. The recommendation for an enlarged conduit if carried out would make it possible to repair the steam lines without danger to the employees but changes in the plans provide large vitrified tile for the steam lines instead of a safe conduit. That this will not prove satisfactory, experience elsewhere has shown.

As hereinbefore stated in this report, a special committee of the Board is at present conducting an investigation into some phases of the management of this institution and expects soon to submit a report thereon to the Board.

The location of this reformatory does not permit of any further extension of capacity, even if it were advisable to have more than 500 inmates. The rapid growth in the population of Westchester county has made land more valuable for home building than for farming purposes and all the acreage adjacent to the land at Bedford now owned or rented by the State is held at such prices that even if the location were a desirable one for a much greater population, public interests will be better served by the purchase of land elsewhere for the erection of a new institution.

In the opinion of the State Board of Charities the number of inmates in a reformatory for women should not exceed 500. Any greater number must result in a loss to many of the personal influence of the Superintendent and principal officers. Reformation is usually effected through the personality of the staff and a careful training course which will meet the individual needs of the inmates. It cannot be accomplished by classes for it is the reorganization of individual character, and if not so developed the effect of residence in the institution for any protracted period may prove permanently disastrous.

The present equipment, with some modifications and additions, can be made satisfactory for 500 inmates but if more are received the resulting crowded conditions must surely impair discipline and foster evil. The old reception house, now named Rebecca Hall, has never been a satisfactory reformatory building. It was planned originally as a "cell house" and designed with a wrong conception of the purposes of the institution. From its opening until the present time this building has exercised an evil influence upon the inmates of this reformatory and it should be reconstructed. The "cell block" plan with barred doors facilitating communication at all times between the occupants of the cells is destructive of discipline and morals. One contumacious or hysterical inmate can readily affect every other person in the building and at times has even been able to cause disturbances in the dormitories located upon the main campus.

A disciplinary building is necessary to secure some measure of control of rebellious inmates and such a building is provided, but inmates cannot without danger be confined there for long periods. The effect of seclusion in the disciplinary cells is of comparatively short duration unless some influence other than pun-

ishment is brought to bear, and unless it is continued after the girls are returned to their cottages.

Another serious objection to the continued use of Rebecca Hall as a dormitory is that some of the rooms are occupied by two inmates. Women of the class committed to this reformatory should never be roomed together as the results are frequently bad. Girls committed for less serious offenses may by such association be lost irretrievably, whereas under a proper classification they might be reformed and become self-respecting members of society.

A building similar in character to the Rebecca Hall has been razed at the New York State Training School for Girls as unnecessary and destructive of discipline but the building at Bedford need not be removed. It can be remodeled and used for industrial training classes and as an employees' home, thus in part solving the problem of finding rooms for teachers and other members of the staff who now are assigned to overcrowded cottages or to the Administration Building. An observation ward where excited or hysterical patients may be treated temporarily under the care of competent attendants can be arranged in the building but the use of the cell block should be discontinued.

It is important that the classification of the inmates be completed and that the groups thus formed be approximately alike in character, ability for education and self-control. The colored women should be segregated from the other inmates and placed in a cottage or cottages by themselves.

Many of the women are mothers at the time of commitment and their children under two years are taken with them to the reformatory. Other inmates become mothers shortly after their commitment. These women should be kept strictly separated from the others for the sake of the children as more than 80 per cent. of all the inmates when received react to the tests for venereal disease. The many cases of contagious diseases of the eye make the contact of the infants with possible victims of such diseases dangerous.

The special psychological laboratory recently established at the institution is well equipped for the determination of the mental ability of the inmates, many of whom are found to be defective. Under the provisions of the laws governing the reformatory, they should be returned to the sheriffs of the several counties from

which committed. In a number of cases this action has been taken upon the legal ground that feeble-minded women are not capable of being benefited by the discipline of the institution, and because commitment to the reformatory is an improper disposition of the mentally defective, the return of such women will hereafter follow promptly upon their examination.

The farm known as the Weiler property, which is under lease, should be purchased in order that all the land now used by the reformatory may be owned by the State. One of the cottages occupied by inmates is located upon this tract.

Seven new cottages and a hospital are under construction and as they will require furniture and other equipment when completed, an appropriation should be made for the purpose. Two additional cottages are needed for men employees. These officers are necessary for the protection of the institution. The neighborhood of the reformatory provides no cottages which employees can rent, hence they must have quarters upon the grounds.

The State Board of Charities recommends for the New York State Reformatory for Women at Bedford Hills, the following appropriations or so much thereof as may be necessary:

For the purchase of the Weiler property, now leased by the State.....	\$35,000 00
For furnishings of the seven new cottages and hospital now under construction.....	16,000 00
For a road to the new farm group of buildings	1,000 00
For cement for walks to the two new groups of buildings, the work to be done by inmates..	1,000 00
For fire protection apparatus.....	500 00
For extraordinary repairs and equipment.....	5,000 00
For additional farm equipment, including spraying apparatus, fruit trees, etc.....	2,000 00
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Making the special appropriations approved	\$60,500 00
For maintenance, of which \$2,000 shall be for ordinary repairs and equipment.....	182,000 00
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Making the total appropriations recommended . . . . .	\$242,500 00
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## THE SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS IN THE CITY OF NEW YORK

The House of Refuge, Randall's Island, New York City  
Established 1824

Although entirely supported by public funds, this House of Refuge is not a State institution, but is controlled by a self-perpetuating board of twenty-four managers, while the managers of all State charitable and reformatory institutions must be appointed by the Governor and confirmed by the Senate.

The New York State Training School for Boys was established in 1904 to take its place, but owing to delay in building is not yet ready to take over the work of training the delinquent boys of the metropolitan district.

This institution has capacity for 850 inmates. The number of boys present October 1, 1913, was 419, and 722 were admitted during the year, making the total number under care 1,141. During the year 415 were discharged and one died, leaving the number present September 30, 1914, 725. The average number during the year was 563 and the average weekly cost of support, including the value of home and farm products consumed, \$5.83; excluding this value, \$5.34.

The receipts during the year ending September 30, 1914, were: From cash balance of the previous year, \$2,481.51; from special appropriations, \$5,561.17; from unexpended appropriations of former years, \$15,686.42; from maintenance appropriations, \$136,000; from all other sources, including \$5,985 from board of education, New York City, \$6,194.80; total, \$165,923.90.

The maintenance expenditures for the year were: For salaries of officers, wages and labor, \$71,758.78; for provisions, \$39,062.16; for general supplies, \$3,493.49; for clothing, \$14,878.07; for fuel and light, \$9,113.75; for medical supplies, \$795.24; for furniture and furnishings, \$4,064.62; for transportation of inmates, \$1,847.67; for farm and garden, \$961.42; for ordinary repairs and shops, \$3,572.05; for industries, \$306.86; for lawns, roads and grounds, \$146.81; for all other maintenance expenses, \$6,335.02; total maintenance expenditures, \$156,335.94.

The extraordinary expenditures were \$795.18 for extraordi-

nary repairs, \$209.80 for remittance to State Treasurer, and \$4,765.99 for all other extraordinary expenses, making the aggregate expenditures for the year, \$162,106.91, and the cash balance at the close of the year, \$3,816.99.

Of the expenditures for maintenance during the year, 45.9 per cent. was for salaries, wages and labor, 25 per cent. for provisions, 2.2 per cent. for general supplies, 9.5 per cent. for clothing, 5.8 per cent. for fuel and light, .6 of 1 per cent. for medical supplies, 2.6 per cent. for furniture and furnishings, 1.2 per cent. for transportation of inmates, .6 of 1 per cent. for farm and garden, 2.3 per cent. for ordinary repairs and shops, .2 of 1 per cent. for industries, .1 of 1 per cent. for lawns, roads and grounds, and 4 per cent. for all other maintenance expenses.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$74,500; for provisions, \$33,000; for fuel and light, \$10,200; for clothing, \$8,000; for medical supplies, \$500; for furniture and furnishings, \$3,800; for farm and garden, \$6,000; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$14,000.

Chapter 531, Laws of 1914 (Special Act), appropriated for four-inch piping, for renewing water line, \$1,200; for removing cells, \$4,000; for three water tanks, \$800; for yard toilets, \$5,000; for iron fire escape stairways, \$800; and for fire hose, \$1,200.

The maintenance appropriations amounted to \$150,000 and the special appropriations to \$13,000, making the total available \$163,000.

The foregoing statistics of admissions to the institution and present population show that the number of inmates has increased 73 per cent. during the year, the number on October 1, 1913, being 419 while on September 30, 1914, 725 were present. During the year 722 boys were committed and 415 discharged, and the total enrollment was 1,141. In recent years the census has decreased steadily, but the amendment in 1913 of section 2184 of the Penal Law by which male misdemeanants between the ages of 16 and 18 may be sent to the House of Refuge has



resulted in this great increase. Commitments heretofore have been of boys under the age of 15, but the extension of the limit to 18 years will not only increase the number of inmates, but introduce many of radically different character. The younger boys are usually committed for minor offenses, although a number have been received for offenses which, if committed by an adult, would be felonies punishable by imprisonment for a term of years. It has happened that the more serious offenses were in some cases committed by young boys, but it may be said that the young delinquents sent to the House of Refuge were not generally hardened offenders. The older misdemeanants constitute a less hopeful reformatory class than the younger boys and will therefore make the administrative problems more difficult than heretofore. Many of them have had considerable experience in crime, others prolonged associations with the vicious and degraded and a number were never endowed with sufficient will power to resist temptation. Some of the juvenile delinquents committed to the institution are feeble-minded and out of place in a reformatory. Boys from four to six years behind the mental development of others of their own age are usually feeble-minded and the general discipline is unlikely to prove permanently beneficial to them. Their proper place is in a custodial asylum where, while the public will be safeguarded against their criminal tendencies, they may be protected from social dangers. For the other inmates reformation is always possible and in the majority of cases the discipline of the institution proves helpful. This is indicated by paroles for good behavior and progress. These paroled boys are supervised carefully and the proportion returned for violation of parole is not large when the temptations of the city are considered.

Since January 1, 1905, 2,398 boys have gone out on parole. Of these 1,262 have reached 21 years of age, and are no longer subject to supervision, but the records show 632 more were doing well when they attained their majority. This is approximately 50 per cent. The same proportion of those now under the supervision of the parole officers are also doing well and it is probable that many of the others are developing character which will lift them into the same class. What they are to be in the future

depends largely upon the parole department which should be strengthened by additional officers that visitations may be made more frequently than is possible now. The critical period for these boys is the time immediately following release from the institution. Counsel, friendly assistance and visitation at that time may save them to society by checking any inclination to evil associations.

The location and buildings of the institution are not satisfactory for reformatory work. That part of the Island under the control of the Society for the Reformation of Juvenile Delinquents has little open land and the boys cannot be allowed much freedom. The buildings, although substantial, are prison-like in character and the inmates must be kept in close ward and under strict discipline to prevent escape. The same class elsewhere, but under more favorable conditions, are allowed a greater degree of freedom and many privileges which tend to develop character. The New York State Training School for Boys at Yorktown Heights will, when opened, provide desirable opportunities for work in the open air and other environments which will promote reformation. Until it is ready to receive inmates the House of Refuge on Randall's Island must continue in service and therefore should be maintained in good repair and the inmates be given all facilities for education and vocational training.

The increase in population has made necessary the removal of the quarantine quarters to one of the halls of the second division where 88 cell rooms are temporarily assigned to the new boys. These cell rooms are not suitable for quarantine purposes and as the health of all depends upon the success of the quarantine better provision should be made to prevent the introduction of disease. A sufficient number of well located rooms should be provided for the segregation of new arrivals, besides ample yards where the boys may exercise. The institution can do much of the construction work necessary in preparing a new quarantine but funds will be needed for the purchase of material.

An important improvement made by the boys under the direction of their industrial instructors is the reclamation of considerable overflowed land. They have filled in and graded the low lying tract for use as a drill ground and for athletic sports of

various kinds. Large squads have worked at this continuously since early in the spring and the recovered land now forms a valuable campus providing ground for general parades, reviews and other exercises. The beneficial influence of the military drill upon the boys is marked. It develops them physically and mentally and teaches obedience, precision, promptness, punctuality and self-reliance. Their moral tone is strengthened by the discipline and they learn to value the things that count for most in life.

The institution has no place suitable for indoor drills during the winter months and military training is handicapped seriously. The Refuge Battalion since its organization has been a factor in the daily routine and should have the needed facilities.

The State Board of Charities recommends for the House of Refuge, Randall's Island, maintained by the Society for the Reformation of Juvenile Delinquents, the following appropriations or so much thereof as may be necessary:

For the enlargement of the reception quarantine quarters and for segregation rooms and yards..	\$5,000 00
For a winter drill room and fuel room repairs...	5,000 00
For new flooring and metal ceilings in school rooms, chapel and shop building and for repairs of plumbing and roofs.....	2,000 00
For repairs to docks, swimming pools and walks..	2,000 00
For alterations to halls in the first and second divisions .....	1,000 00
For new equipment at Trades School; for upright boiler for the boat "Refuge"; for ice machine and furnace in propagating house.....	3,000 00
For furniture and additional equipment.....	2,000 00
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Special appropriations recommended.....	\$20,000 00
For maintenance, of which \$2,500 shall be for ordinary repairs .....	200,000 00
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Making the total appropriations recommended .....	\$220,000 00
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**NEW YORK STATE TRAINING SCHOOL FOR BOYS****Yorktown Heights, Westchester County****Established 1904**

This institution is not yet open for the reception of inmates. It is intended to replace the inadequate House of Refuge on Randall's Island maintained by the Society for the Reformation of Juvenile Delinquents in the City of New York and to give the delinquent boys from the metropolitan district the same advantages and opportunities for reformation as have now been for several years afforded boys from the central and western sections of the State by the State Agricultural and Industrial School at Industry, near Rochester.

The receipts during the year ending September 30, 1914, were: From cash balance at the close of the previous year, \$184.61; from special appropriations; \$26,848.53; from maintenance appropriations, \$18,700; from the sale of farm and garden produce and live stock, \$812.79; from all other sources, \$72.00; total receipts, \$46,617.93.

The maintenance expenses for the year were: For salaries of officers and employees, \$10,727.55; for provisions, \$1,276.05; for general supplies, \$165.21; for fuel and light, \$934.85; for shop, farm and garden supplies, \$2,091.32; for ordinary repairs, \$622.40; for furniture and furnishings, \$175.75; for lawns, roads and grounds, \$124.89; for all other maintenance expenses, \$2,398.95; total maintenance expenses, \$18,516.97.

The extraordinary expenditures were \$27,733.32, of which \$13,282.07 was for improvements, \$5,473.79 for extraordinary repairs, \$884.79 for remittance to State Treasurer, and \$8,092.67 for all other extraordinary expenses, making the total expenditures \$46,250.29, and leaving as the balance at the close of the fiscal year, \$367.64.

Of the expenses for maintenance during the year 57.9 per cent. was for salaries, wages and labor, 6.9 per cent. for provisions, .9 of 1 per cent. for general supplies, 5 per cent. for fuel and light, .9 of 1 per cent. for furniture and furnishings, 11.3 per cent. for shop, farm and garden supplies, 3.4 per cent. for ordinary repairs, .7 of 1

per cent. for lawns, roads and grounds, and 13 per cent. for all other maintenance expenses.

The development of this institution has made no progress during the year, although there have been numerous consultations with the State Architect's Department in reference to plans for the necessary buildings. The board of managers reports that it "has made every exertion possible to receive consideration of its plans and to have them carried out, but, as stated in last year's report, so far we have been unsuccessful." It is exceedingly unfortunate that delay in the construction work at this institution has continued so long. Although established ten years ago, it cannot yet aid in the preventive and reformatory work of the metropolitan district, and as a result many boys who could be trained for useful citizenship in a school of this character are left with little opportunity to obtain the special discipline they need and fall into the ranks of the confirmed criminals of the city. The social loss which these boys represent is not to be measured by their number or industrial value to the State, for they may affect all others for evil and transmit an evil character to their children, together with a strong tendency to lawlessness and crime.

The prolonged delay in building this training school has not been entirely due to lack of funds, for some money has been available for special purposes. At the close of the fiscal year, however, the money largely remains unexpended. For example, chapter 790 of the Laws of 1913 appropriated \$47,500 for seven cottages for boys. They could not be built for this amount and, in order that the cottages be fireproof, chapter 521 of the Laws of 1914 made an appropriation of \$75,000 for seven more. The bakery and storeroom with equipment was estimated at \$20,000, and that amount was provided by chapter 790 of the Laws of 1913. These appropriations remain practically intact, together with appropriations for the sewage disposal and water supply systems. The amount of \$12,000 appropriated for furniture and furnishings by the same chapter could not be expended because the buildings to receive the furniture are not constructed. In addition to the above, appropriations for buildings and other purposes amounting to \$94,795.33 lapsed during the year, not having been expended within two years after action by the Legislature. The reappropriation by

the Legislature of 1914 of these several items failed to receive executive approval.

The following list shows the appropriations which were available at the beginning of the fiscal year:

Construction of highway.....	\$10,561 08
Water supply system.....	11,567 07
Sewage disposal system.....	13,903 50
Roads and grading.....	8,194 20
Land for spur track and highways.....	5,000 00
Power house and coal pockets.....	35,000 00
Water supply and sewage system.....	55,000 00
Spur track .....	8,815 43
Repairs to buildings and equipment D.....	9 26
Right of way L.....	15,778 30
Boilers, pumps, etc.....	15,000 00
Engines and generators.....	10,000 00
Steam conduits and piping.....	17,500 00
Seven cottages for boys DD.....	75,000 00
Storehouse and bakery building EE.....	20,000 00
Laundry building and equipment FF.....	20,000 00
Ice house GG.....	4,000 00
Seven cottages for boys A.....	47,500 00
Bakery and storeroom equipment B.....	4,996 00
Sewage disposal C.....	10,000 00
Water supply system D.....	5,000 00
Spur track E.....	25,000 00
Furniture and furnishings G.....	12,000 00
Total .....	<u>\$429,824 84</u>

The following appropriations which were contained in the re-appropriation bill of 1914 did not meet with the approval of the Governor and therefore lapsed:

For boilers, pumps and piping in power house...	\$15,000 00
For engines, generators, feeder pole lines and transformers .....	10,000 00
For steam conduits and piping to cottages.....	17,500 00

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For storehouse and bakery building.....	\$20,000 00
For laundry building and equipment.....	20,000 00
For ice house.....	4,000 00
For highway through site.....	10,561 08
For roads and grading.....	8,329 20
For land for spur track and highway.....	5,000 00
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Total . . . . .	\$110,390 28
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Attention should be called in this connection to the fact that there were and had been in the office of the State Architect for more than one year plans for storehouse and bakery building and for laundry building and equipment, for each of which appropriations of \$20,000 had been available for two years, and yet the appropriations were allowed by the State Architect to lapse when the buildings might have been erected.

The following appropriations which lapsed were reappropriated with the approval of the Governor:

For seven cottages for boys.....	\$75,000 00
For water supply system.....	11,567 07
For sewage disposal plant.....	13,907 50
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Total . . . . .	\$100,474 57
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The Legislature has been sufficiently generous in its appropriations to have enabled the Training School to have reached that stage of development at which between one hundred and two hundred boys could have been properly cared for. Instead, there are no buildings in which boys may live, although the State has had possession of the property for more than six years.

At the time this report is being written, advertisements have been made asking for bids for the construction of seven cottages for boys, power house and coal pockets and water supply. Plans for sewage have been submitted to the State Commissioner of Health, and he has indicated the conditions under which he will approve of such plans. The same plans have also been submitted to the Conservation Commission, which has indicated that it will approve

the plans when amended in accordance with the suggestions of the State Commissioner of Health.

It seems, therefore, possible that the development of this much needed institution will not be longer delayed, but in order that this development may take place with reasonable rapidity it is essential that the following appropriations, which will lapse in May, 1915, should be reappropriated:

Power house and coal pockets.....	\$35,000 00
Water supply and sewage system.....	55,000 00
Spur track .....	8,815 43
Right of way L.....	15,778 30
Seven cottages for boys A.....	47,500 00
Bakery and storeroom equipment B.....	4,996 00
Sewage disposal C.....	10,000 00
Water supply system D.....	5,000 00
Spur track E.....	25,000 00
Furniture and furnishings G.....	12,000 00
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Total . . . . .	\$219,089 73
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It is also vitally important that the following appropriations, which lapsed in 1914 and which were not reappropriated because of the lack of the Governor's approval, be made:

For boilers, pumps and piping in power house....	\$15,000 00
For engines, generators and feeder pole lines and transformers .....	10,000 00
For steam conduits and piping.....	17,500 00
For storehouse and bakery building.....	20,000 00
Laundry building and equipment.....	20,000 00
Cold storage equipment for storeroom.....	5,000 00
Highway through site.....	10,561 08
Roads and grading.....	8,329 20
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Total . . . . .	\$106,390 28
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It is apparent from the foregoing that the development of this institution has been prevented by the officials who make the plans for buildings and other necessary work and control the expenditure of appropriations.



Some minor work has been done on the grounds and improvements have been made which will be helpful to the official staff now that the office has removed from New York City to Yorktown Heights.

During the year the farmers and laborers have been kept busy but the products of the farm have not been large, which was to be expected in view of the disadvantages under which farm work has been carried on. A sanitary cow stable has been made by the reconstruction of the old stables which were dilapidated and unfit for service. The dairy building has also been repaired and the herd of registered cattle upon the farm has been carefully attended.

The great importance of this institution should receive recognition from the Legislature at the present session by ample appropriations to cover all needs and facilitate an early opening.

The State Board of Charities recommends for the New York State Training School for Boys, Yorktown Heights, the following appropriations or so much thereof as may be necessary:

For a storehouse and bakery building.....	\$20,000 00
For laundry building and equipment.....	20,000 00
For detention building .....	25,000 00
For an administration building.....	50,000 00
For farm stock and farm equipment.....	10,000 00
For cold storage equipment for storerooms.....	5,000 00
For roads and grading.....	10,000 00
For boilers, pumps and pipe in power house....	15,000 00
For steam conduits and pipe to cottages.....	17,500 00
For engines, generators, feeder pole lines, and transformers .....	10,000 00
For furniture and furnishings.....	25,000 00
For school books and apparatus.....	5,000 00
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Making the special appropriations recommended.	\$212,500 00
For maintenance .....	20,000 00
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Making the total appropriations approved.....	\$232,500 00
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STATE INDUSTRIAL FARM COLONY  
Green Haven, Dutchess County  
Established 1911

Chapter 530, Laws of 1912, provided for the appointment of a board of managers of this institution and appropriated \$100,000 for the purchase of a site and the construction of buildings. The land has been purchased but no buildings constructed for the reason that the preparation of plans has been delayed in the State Architect's department awaiting the necessary appropriations. It is unfortunate that no progress has been made in the development of an institution so greatly needed. The Farm Colony is intended to check the increase of the vagrancy now prevalent throughout the State. Properly managed it should be the means of reforming many of the tramps who now refuse to work insisting that the world owes them a living and that they have a right to live at the expense of others. Under a discipline conducive to habits of industry and perseverance, such persons may be reformed and become useful citizens. The development of the institution should therefore be hastened and necessary appropriations be provided for the erection of the buildings. When the fact is known that the Farm Colony is receiving inmates, it will serve to keep tramps out of the State and will to some extent prevent vagrancy, for many who otherwise might become confirmed vagabonds will be deterred through the fear of enforced employment without wages on the colony farm.

The State Board of Charities recommends for the State Industrial Farm Colony, at Green Haven, the following appropriations or so much thereof as may be necessary:

For a disciplinary building, a laundry and for a cottage for inmates .....	\$150,000 00
For the purchase of additional land.....	10,000 00
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Special appropriations recommended .....	\$160,000 00
For maintenance . . . . .	10,000 00
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Total appropriations approved.....	\$170,000 00
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## STATE REFORMATORY FOR MISDEMEANANTS

Established 1912

The State Reformatory for Misdemeanants was established for the purpose of providing educational, industrial and moral instruction for young men convicted of misdemeanors or other minor offenses. The number of male misdemeanants between the ages of sixteen and twenty-one years is increasing in this State because no suitable provision has been made for their care and training. Until 1913 offenders of this class could be committed only to the ordinary jails or prisons where the moral atmosphere makes it certain that they will be confirmed in bad habits. The amendment to section 2184 of the Penal Law whereby some of these delinquents between the ages of sixteen and eighteen years may be committed to the House of Refuge on Randall's Island is therefore a recognition of the desirability of excluding them from an environment in which they will be associated with confirmed criminals.

It is intended that this reformatory shall be located on a suitable farm where the delinquents may have, in a healthful environment, every opportunity for reformation. A board of managers has been appointed with power to determine the general plans of the institution. An appropriation of \$50,000 is available for the purchase of land and a suitable tract located in the Mohawk valley readily accessible from all parts of the State is now under consideration and may be selected. Appropriations should now be made for the erection of the necessary buildings and the work of improvement should commence at once.

The State Board of Charities recommends for the State Reformatory for Misdemeanants the following appropriations or so much thereof as may be necessary:

For the construction of cottage dormitories and other necessary buildings.....	\$150,000 00
For maintenance . . . . .	10,000 00
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Making the total appropriations approved...	\$160,000 00
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**SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN****Syracuse, Onondaga County****Established 1851**

The institution has capacity for 600 inmates. The number present October 1, 1913, was 573 and 62 were admitted during the year, making the total number under care 635. During the year 28 were discharged and 5 died, leaving 602 on the rolls of the institution September 30, 1914. The average number present was 571 and the average weekly cost of support, including the value of home and farm products consumed, \$4.38; excluding this value, \$3.85.

The receipts for the year ending September 30, 1914, were: From cash balance at the close of the previous year, \$5,327.57; from deficiency appropriations, \$2,150; from unexpended appropriations of former years, \$8,332.75; from maintenance appropriations, \$111,500; from the sale of farm and garden produce, \$205.59; from labor of inmates, \$76.79; from counties, towns and cities, \$10,647.22; from individuals for the support of inmates, \$1,316.53; from sources not classified, \$343.92; total, \$139,900.37.

The maintenance expenses for the year were: For salaries of officers, \$7,171.77; for wages and labor, \$44,880.23; for provisions, \$19,019.55; for general supplies, \$3,451.30; for clothing, \$5,653.24; for fuel and light, \$11,478.84; for hospital and medical supplies, \$744.58; for transportation of inmates, \$24.47; for farm and garden supplies, \$7,989.84; for ordinary repairs and shops, \$6,812.80; for furniture and furnishings, \$1,800.42; for all other maintenance expenses, \$5,291.35; total, \$114,318.39.

There was also expended for extraordinary repairs \$8,332.75, and for remittance to the State Treasurer, \$12,590.05; making the total expenditures for the year, \$135,241.19.

There was no indebtedness and the assets were: Balance in cash, \$4,659.18; due from counties, towns and cities, \$660; due from individuals, \$92.69; a total of \$5,411.87.

Of the expenditures for maintenance during the year, 45.5 per cent. was for salaries, wages and labor, 16.6 per cent. for

provisions, 3 per cent. for general supplies, 4.9 per cent. for clothing, 10 per cent. for fuel and light, .7 of 1 per cent. for hospital and medical supplies, 7 per cent. for farm and garden supplies, 6 per cent. for ordinary repairs and shops, 1.6 per cent. for furniture and furnishings, 4.7 per cent. for all other maintenance expenses, including a small outlay for transportation of inmates.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$53,000; for provisions, \$22,000; for fuel and light, \$12,000; for clothing, \$6,000; for medical supplies, \$700; for furniture and furnishings, \$6,300; for farm and garden, \$10,000; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$9,000.

Chapter 521, Laws of 1914 (Special Act), reappropriated an unexpended balance of \$504.20 for extraordinary repairs and new equipment, including iron fence, morgue, dispensary operating room and equipment.

The maintenance appropriations amounted to \$119,000 and the reappropriations to \$504.20, making the total available, \$119,504.20.

Over 600 feeble-minded children are now cared for in this institution and the daily average of 571 for the fiscal year is higher than in recent years. If children under seven years of age were received the capacity would have to be greatly increased to accommodate the applicants for admission.

During the past year 45,000 feet of new flooring were laid in the main buildings and considerable other repair work was done. The second floor of the laundry was remodeled, toilet facilities were improved and the power equipment at the Fairmount farm increased. Much of the painting and other repairs were done by boys working under the supervision of instructors, making this a valuable part of their training.

Besides assisting the carpenter, engineer, painters and other workmen, many of the older pupils are employed in educationally profitable industries recently introduced. Sixty boys are employed in the sloyd rooms making useful articles and twenty-five

others work at chair caning and towel weaving. Several boys have been taught mattress making and tailoring, seventy girls are receiving instruction in domestic science and all are taught laundering, sewing, knitting, mending, etc., which indicates the emphasis laid on industrial and manual training in this school.

It is apparent that the feeble-minded are increasing in numbers in this State and as mental defect is a social danger the unfortunate individuals who carry the defect should be under control for their protection and to safeguard the future.

Ever since the State established this institution, the first for the care of the feeble-minded in the State, their numbers have increased more rapidly than the institutional capacity provided for their segregation and care. In this connection it should be remembered that this school has demonstrated effectively the economic benefit of training feeble-minded children taken under care at an early age and that educational work is directly helpful to the public besides being a source of happiness to the children.

When the present buildings were erected the necessity of a rural location for a school of this character was recognized by its removal from Albany where it had been located four years following its opening October 1, 1851, one of the reasons which influenced the choice of the location being that although near Syracuse the school buildings would be on a site far away from city annoyances and temptations. In over half a century, however, the city has grown and extended its corporate limits until the institution is now surrounded by streets and residences. For this reason the site is now unsuitable, especially for feeble-minded boys. The temptations of the city constantly suggest possibilities of adventure which foster a spirit of unrest and prompt efforts at escape. Hence plans should be made for the early removal of the institution to a suitable farm site in the country, readily accessible by railroad, such site to be selected where good water is abundant and adequate arrangements can be made for the disposal of sewage and other wastes.

The inmates in the four State institutions for the feeble-minded can be much better classified than they are at present. There is no ultimate advantage in the education of feeble-minded

boys and girls in the same institution. The plan was originally adopted for economic reasons and has continued because needed buildings at Newark and Rome have not been erected to permit the separation. The State Board of Charities has urged the plan of having mentally defective males and females in separate institutions. The boys of mentality sufficient to warrant special education should be provided for at the Rome State Custodial Asylum in a special division separated from the adults. The segregation of the sexes would also result in the removal of the feeble-minded girls and women now maintained at Rome to the State Custodial Asylum at Newark. By this classification each of the three institutions in the central part of the State would be devoted definitely to the special class for which it is best fitted. The Syracuse State Institution would receive young girls only; Newark the girls beyond the training period and the feeble-minded women during the child-bearing period; while at Rome only men and boys would be cared for, the latter, if teachable, being placed in a school division. If the removal of the Syracuse Institution is approved by the Legislature the present property can probably be sold for enough to purchase a suitable tract of land readily accessible to Syracuse upon which the necessary buildings for a modern school for feeble-minded girls can be erected.

It will be unwise to add new buildings to the present school group, or make other expensive improvements until the future policy is settled, but in the meantime the present plant should be maintained in good condition for educational work and for the health and comfort of the children.

The State Board of Charities recommends for the Syracuse State Institution for Feeble-Minded Children at Syracuse the following appropriations or so much thereof as may be necessary:

For extraordinary repairs and equipment....	\$15,000 00
For rewiring the superintendent's house.....	600 00

Making the total special appropriations recommended .....	\$15,600 00
For maintenance, of which \$2,000 shall be for ordinary repairs .....	122,000 00

Making the total appropriations approved..	\$137,600 00
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**STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED  
WOMEN****Newark, Wayne County****Established 1878**

This asylum has capacity for 814 inmates. The number of inmates October 1, 1913, was 793 and 77 were admitted during the year, making the total number under care 870. During the year 49 were returned to committing officers, 5 were transferred to other institutions, 2 were otherwise discharged, and 6 died, leaving the number present September 30, 1914, 808. The average number of inmates was 802 and the average weekly cost of support, including the value of home and farm products consumed, \$3.08; excluding this value, \$2.91.

The receipts during the year ending September 30, 1914, were: From cash balance at the close of the previous year, \$2,981.54; from special appropriations, \$41,856.31; from unexpended appropriations of former years, \$400; from maintenance appropriations, \$120,000; from all other sources, \$86.70; total, \$165,324.55.

The maintenance expenditures for the year were: For salaries and wages of officers and employees, \$55,754.31; for provisions, \$30,236.46; for general supplies, \$3,879.34; for clothing, \$4,859.58; for fuel and light, \$13,245.39; for medical supplies, \$656.89; for furniture and furnishings, \$2,149.47; for transportation of inmates, \$90.46; for farm and garden, \$1,370.93; for ordinary repairs and shops, \$5,225.63; for lawns, roads and grounds, \$24.20; for all other maintenance expenses, \$3,845.99; total maintenance expenditures, \$121,338.65.

The extraordinary expenditures were \$41,943.01, of which \$19,874.64 was for improvements, \$595.60 for extraordinary repairs, \$86.70 for remittance to State Treasurer, and \$21,386.07 for all other extraordinary expenses, making the total expenditures for the year, \$163,281.66, and leaving as balance in cash at the close of the fiscal year, \$2,042.89.

Of the expenditures for maintenance during the year, 46 per cent. was for salaries, wages and labor, 24.9 per cent. for provisions, 3.2 per cent. for general supplies, 4 per cent. for clothing, 10.9 per cent. for fuel and light, .5 of 1 per cent. for medical supplies, 1.8 per cent. for furniture and furnishings, 1.1 per cent.



for farm and garden, 4.3 per cent. for ordinary repairs and shops, .1 of 1 per cent. for transportation of inmates, and 3.2 per cent. for all other maintenance expenses, including a small outlay for lawns, roads and grounds.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$56,000; for provisions, \$32,000; for fuel and light, \$13,000; for clothing, \$4,500; for medical supplies, \$500; for furniture and furnishings, \$5,500; for farm and garden, \$2,800; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$10,200.

Chapter 531, Laws of 1914 (Special Act), appropriated for equipment for farm, \$1,000.

Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: for expenditures of an extraordinary nature in connection with the boiler house and heating plant, \$642.02, and for fire escapes on cottages H and I, \$390.

The maintenance appropriations amounted to \$124,500, the special appropriations to \$1,000 and the reappropriations to \$1,032.02, making the total available, \$126,532.02.

The appropriations made by the Legislature of 1913, including the reappropriations of \$121,759 which had been permitted to lapse, amounted to \$205,160 and were intended to provide for a hospital, an additional cottage for inmates, and other improvements. When ready for occupancy, these new buildings will make the capacity of the asylum approximately 1,000 inmates and permit a classification of the groups of women. The applications for the admission of patients are urgent and although 57 were returned to county care, the institution was kept full during the entire year. Until the capacity of this asylum has reached 1,500 inmates, it will not be possible to provide places for many of those now on the waiting list.

Had the appropriation of \$150,000 made by the Legislature of 1914 to build a new dormitory at Rome, been for the erection of two or more cottage dormitories at this asylum, they could have been utilized for the women now under custodial care in Rome. This removal would advance the ultimate desirable classification of the feeble-minded and leave the Rome Asylum solely to the men and boys. There is now sufficient room for expansion as the

State has purchased a part of a farm adjoining the campus on which the buildings of the asylum stand and the necessary additional dormitories can be constructed upon this land.

It is to be regretted that when the adjoining farm was purchased, the part of it including the orchard and dwelling was not acquired. This land should be added to the asylum property as it contains a variety of fruit trees, has an acreage suitable for building sites, and the dwelling is desirable as a home for employees.

The feeble-minded are usually easily managed and the increased number recommended should present no special administrative difficulties to the superintendent and his staff. The women must be kept under closer supervision than is necessary with feeble-minded men, but there is enough land now available to provide employment in the open air under close supervision for all the inmates who can be used profitably in farm and garden work.

Feeble-minded women are unable to protect themselves and therefore need special provision for their care; without it they are likely to become the victims of degraded men and a moral danger in the communities where they reside. In many instances they become the medium for communicating venereal diseases and thus are a menace to public health. The State Board of Charities therefore recommends the construction of additional dormitories sufficient to accommodate 500 inmates. This will provide for the women in the Rome Asylum and about 300 others from the waiting list. This will be real progress in the care of the feeble-minded for the key to the whole problem is to be found in the provision made for the care of feeble-minded women. The enlargement of the State Custodial Asylum at Newark is therefore the logical action to be taken at this time, and after provision has been made for the dormitories the necessary equipment can be added, thus completing the institution.

The State Board of Charities recommends for the State Custodial Asylum for Feeble-Minded Women at Newark the following appropriations or so much thereof as may be necessary:

For dormitory buildings with capacity for 500

inmates . . . . .	\$200,000 00
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For a general laundry building. . . . .	42,000 00
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# STATE BOARD OF CHARITIES

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For an industrial building.....	\$28,000 00
For an elevated water tank.....	10,000 00
For additional fire alarm equipment and for fire protection .....	2,000 00
For additional land .....	10,000 00
For enlargement of boiler house and additional boilers .....	27,000 00
For engine in dynamo room.....	4,000 00
For equipment of cottage for inmates.....	2,500 00
For equipment of new hospital.....	2,500 00
For a farm barn .....	5,000 00
For farm equipment.....	1,500 00

Making the special appropriations recom- mended. . . . .	\$334,500 00
For maintenance, of which \$4,000 shall be for ordinary repairs .....	136,000 00

Making the total appropriations approved..      \$470,500 00

## ROME STATE CUSTODIAL ASYLUM

Rome, Oneida County

Established 1893

The asylum has at present capacity for 1,300 inmates. The number of inmates October 1, 1913, was 1,349, and 246 were admitted during the year, making the total number under care 1,595. Of these 103 died and 62 were discharged, leaving 1,430 present September 30, 1914, of whom 974 were males and 456 females. The average number during the year was 1,374, and the average weekly cost of support, including the value of home and farm products consumed, \$3.79; excluding this value, \$3.03.

The receipts during the year were: From cash on hand at the beginning of the year, \$4,620.03; from special appropriations, \$4,315.71; from maintenance appropriations, \$218,200; from all other sources, \$415.78; total, \$227,551.52.

The maintenance expenditures were: For salaries of officers and employees, \$99,882.56; for provisions, \$36,871.37; for gen-

eral supplies, \$5,187.62; for clothing, \$10,845.74; for fuel and light, \$19,944.32; for medical supplies, \$1,231.52; for transportation of inmates, \$93.85; for furniture and furnishings, \$3,380.70; for farm and garden, \$23,908.84; for ordinary repairs and shops, \$6,989.45; for industries, \$167.75; for lawns, roads, and grounds, \$138.98; for all other maintenance expenses, \$7,803.84; total, \$216,446.54.

The total extraordinary expenditures were \$4,731.49; for improvements, \$3,572.59; for extraordinary repairs, \$568.71; for remittance to State Treasurer, \$415.78, and for all other extraordinary expenses, \$174.41, making the aggregate expenditures for the year, \$221,178.03, and the cash on hand September 30, 1914, \$6,373.49.

Of the expenditures for maintenance 46.1 per cent. was for salaries, wages and labor, 17 per cent. for provisions, 2.4 per cent. for general supplies, 5 per cent. for clothing, 9.2 per cent. for fuel and light, .6 of 1 per cent. for medical supplies, 11.1 per cent. for farm and garden, 3.2 per cent. for ordinary repairs and shops, 1.6 per cent. for furniture and furnishings, .1 of 1 per cent. for industries, .1 of 1 per cent. for lawns, roads and grounds, and 3.6 per cent. for all other maintenance expenses, including a small outlay for transportation of inmates.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$105,000; for provisions, \$40,000; for fuel and light, \$20,000; for clothing, \$12,000; for medical supplies, \$1,300; for furniture and furnishings, \$7,700; for farm and garden, \$19,500; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$17,000.

Chapter 531, Laws of 1914 (Special Act), appropriated for the construction of one dormitory building, \$150,000.

Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: For farm and improvements for isolation accommodations, \$1,982.75; for reconstructing and fireproofing building E and stairs of building D, \$24,973.79; and for immediate repairs, \$1,011.02.

The maintenance appropriations amounted to \$222,500, the special appropriations to \$150,000 and the reappropriations to \$27,967.56, making the total available \$400,467.56.

In capacity and number of inmates, the Rome State Custodial Asylum is the largest of the institutions devoted to the care of the feeble-minded. All the institutions for this class of the State's wards must be considered together that adequate provision be made for them and proper classification established. The estimate of 30,000 feeble-minded persons in the State of New York in need of efficient control is as close an approximation as can be made under present conditions but an analysis of the factors which enter into this estimate makes it apparent that many of the feeble-minded persons included can be cared for safely outside of State institutions. Some of them have means of their own which can be used to pay the expenses of their care and maintenance or their relatives are able to relieve the State of the burden. Others, while distinctly subnormal, can provide for themselves under favorable conditions and if looked after by friends need never develop either into a burden upon or a menace to society. It is well known that every case of mental enfeeblement does not necessarily involve either moral weakness or instability, but with all the possible deductions from the estimate of 30,000 feeble-minded persons in this State, it is apparent that suitable provision for the custodial care of approximately 10,000 should be made. This number will include the feeble-minded who are so far below the normal standard they are incapable of providing for themselves if neglected and therefore are a menace to society or in need of protection. These defectives are certain to transmit to their children defective mentality, and also weakened constitutions. Such children are very susceptible to disease, thus increasing the cost of protecting the public health. But an even greater danger to the State is involved from the inability of most of the feeble-minded to protect themselves sexually and as a consequence they spread venereal diseases and many of the women become slaves to those who commercialize vice.

The State increases in efficiency in proportion as it eliminates sources of weakness. The custodial segregation of the socially dangerous effectually prevents their increase, and for this reason the

State must segregate those who are a menace to the present and future.

The Rome State Custodial Asylum should be enlarged sufficiently to provide for all male idiots and feeble-minded men and boys in the State outside of the metropolitan district who require custodial control. Letchworth Village when completed will be able to provide for all commitments from the metropolitan district, and therefore this asylum should have capacity sufficient for men and boys committed from the rest of the State, and provision be made for the women in the custodial asylum at Newark.

For many years complete sex segregation of the feeble-minded by commitment to separate institutions has been advocated by the State Board of Charities for moral and economic reasons. The feeble-minded women in the Rome institution should be removed to Newark, where they will be solely under the care of women, have better opportunities for employment in the open air and other advantages they cannot have at Rome. This removal can be effected by the erection of additional buildings for their accommodation at the Newark institution. The dormitories they will vacate at Rome can then be assigned to feeble-minded men and boys from the several counties of the State, who cannot now be taken because the institution has no vacant beds.

Besides this classification there should be additional dormitories provided to increase the capacity of the institution from 1,200 beds for inmates to at least 1,500. A waiting list of approximately 300 names is made up of urgent cases who now need custodial care and would be received immediately if possible. Two new dormitory buildings should be provided for their accommodation.

A pressing need of the institution is provision for the tuberculous, who are without special hospital facilities and are now cared for in various parts of the institution. There were 104 deaths in the asylum during the past year, of which number 70 were from contagious diseases. As there are no suitable wards, the segregation of tuberculous patients is impossible, and as feeble-minded persons are unusually susceptible to pulmonary disease, the lack of proper hospital facilities endangers the lives of all the inmates. An appropriation should be made for a new general hospital to accommodate 100 patients, and also for a special pavilion with beds for 100 tuberculous patients.

No age limit is imposed on the admission of patients and the number of young children received has increased. Means should be provided for their education, but there are few facilities for training them. The asylum has no schoolhouse and the industrial classes work in ill-lighted basements, which were not intended for such purposes. Outdoor manual work, such as farming and grading, is done by older inmates. The indoor training comprises loom work, mat, rug and carpet making, basketry and mending. Two bands and a choir, principally composed of inmates, furnish music.

The increase in number of inmates makes an additional service building desirable. The present building cannot be extended, and a smaller building connected with the present women's wards is needed.

A school and industrial building designed for all the classes receiving instruction is needed. Regularly organized class work in sewing, knitting, woodwork, basket-making, etc., is a moral stimulus, has economic value and is a source of happiness to the patients, many of whom have learned to do useful work of various kinds.

The State Board of Charities recommends for the Rome State Custodial Asylum the following appropriations or so much thereof as may be necessary:

For a hospital pavilion to accommodate 100 tuberculosis patients .....	\$50,000 00
For dormitories to accommodate 300 inmates.....	150,000 00
For a service building for new group.....	100,000 00
Equipment, furniture, etc.....	15,000 00
Addition to boiler house and equipment.....	20,000 00
For enlarging main water line.....	15,000 00
For school building.....	30,000 00
For extraordinary repairs and new equipment.....	5,000 00
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Special appropriations recommended.....	\$385,000 00
For maintenance, of which \$5,000 shall be for ordinary repairs .....	240,000 00
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Total appropriations approved.....	<u><u>\$625,000 00</u></u>



**LETCHWORTH VILLAGE****Thiells, Rockland County**

Established 1907

This institution has at present capacity for 100 inmates. The number in the institution October 1, 1913, was 102; during the year 5 were admitted, 7 were discharged, and 1 died, leaving a population of 99 men and boys September 30, 1914. The average number of inmates was 100 and the average weekly cost of support, including the value of home and farm products consumed, was \$13.34; excluding this value, \$11.14.

The receipts were: From cash on hand at the beginning of the year, \$399.32; from special appropriations, \$67,963.10; from maintenance appropriations, \$60,000; from all other sources, \$764.56; making the total receipts, \$129,126.98.

The maintenance expenditures were: For salary of superintendent, \$4,500; for wages and labor, \$25,486.11; for provisions, \$5,926.26; for general supplies, \$1,854.53; for clothing, \$2,393.75; for fuel and light, \$3,264.08; for hospital and medical supplies, \$98; for furniture and furnishings, \$357.32; for transportation of inmates, \$33.73; for farm and garden supplies, \$6,218.63; for ordinary repairs and shops, \$3,093.95; for lawns, roads and grounds, \$126.60; for all other maintenance expenses, \$4,569.10; total, \$57,922.06.

The extraordinary expenditures were \$68,727.66, of which \$63,413.11 was for buildings and improvements, \$764.56 for remittance to State Treasurer, and \$4,549.99 for all other extraordinary expenses, making the aggregate expenditures \$126,649.72, and leaving, September 30, 1914, a cash balance of \$2,477.26.

Of the expenditures for maintenance, 51.8 per cent. was for salaries, wages and labor, 10.2 per cent. for provisions, 3.2 per cent. for general supplies, 4.1 per cent. for clothing, 5.6 per cent. for fuel and light, .2 of 1 per cent. for hospital and medical supplies, .6 of 1 per cent. for furniture and furnishings, 10.7 per cent. for farm and garden supplies, 5.4 per cent. for ordinary repairs and shops, .2 of 1 per cent. for lawns, roads and grounds, and 8 per cent. for all other maintenance expenses, including a small outlay for transportation of inmates.



Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$30,000; for provisions, \$5,000; for fuel and light, \$5,000; for clothing, \$1,600; for medical supplies, \$300; for furniture and furnishings, \$1,100; for farm and garden, \$7,000; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$21,240.

Chapter 531, Laws of 1914 (Special Act), appropriated for hen houses, including house for incubator, \$500.

Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: For Cottage A, \$41,970.15; for Cottage B, \$41,970.15; for Cottage C, \$41,970.16; for Cottage D, \$41,970.18; for purchase of furniture and other equipment, including machinery, horses, cows, wagons, oxen, and farm tools and equipment, \$6,196.85; for laundry building and necessary equipment, \$40,725, and for extending sewerage system, \$5,500.

The maintenance appropriations amounted to \$71,240, the special appropriations to \$500, and the reappropriations to \$220,302.49, making the total available, \$292,042.49.

The Board of Managers in their Sixth Annual Report says:

“In 1907 Governor Hughes appointed William R. Stewart, Franklin B. Kirkbride and Alexander C. Proudfit a commission to select a site for a new institution for the feeble-minded and epileptic in the southeastern part of the State. The Commission was also required to make an investigation of the number of defectives needing custodial care. A site was chosen at Thiells, Rockland county, appropriations were made for its purchase, two reports were issued, and on September 11, 1909, the Commission, having completed its work, turned the site over to the Board of Managers, which had in the meantime been appointed by Governor Hughes.

“The Board of Managers in its first report to the Legislature of 1910 said:

‘The Board of Managers realizes that Letchworth Village is a part of the State’s comprehensive system of care for its defective wards, and that the rapidity of the development must depend on the condition of the State treasury.

‘ They consider it their duty to see that the greatest economy and the wisest business methods are employed. They believe that, while all materials should be of the best quality in construction of a permanent nature, large and costly buildings are not advisable. They are also of opinion that it is essential to secure the best expert advice on all technical matters relating to the construction and development of the Village.’

“ This policy has been followed and has resulted in the development of the Village proceeding on orderly lines, each step being taken only after careful investigation by the best experts obtainable and with plans made looking to ultimate requirements.

“ The most important accomplishments to date are the following:

“ Adoption of plan of development. Adoption of system of mechanical equipment. Adoption of architectural treatment.

“ Construction of spur track. Construction of two farm colonies for admission of 100 patients. Remodeling buildings on the site.

“ Construction of dam and water supply system. Construction of sewage disposal plant and main trunk sewer.

“ Construction of superintendent’s residence. Construction of cow barn. Construction of ice house. Construction of roads commenced.

“ Construction of canning factory and temporary laundry. Introduction of long distance telephones and electricity for light and power.

“ Construction of four dormitories of 70 beds each. Construction of hen house. Completion of plans for laundry and power house.

“ Preparation of preliminary plans for attendants’ home, storehouse and service building. Preparation for admission of 200 additional patients early in 1915, and temporary arrangements for providing food service and industrial training pending construction of attendants’ home, service and industrial buildings.”

It is exceedingly desirable to have Letchworth Village completed at the earliest possible date. To this end appropriations should be made at one time for groups of buildings as this is a more economical plan than appropriations for single buildings or parts of groups. The general plans for the development of the institution divide the colony into four principal divisions, each of which when completed will have its own dormitory buildings, service halls and other necessary equipments. The colony is to have dormitories for 3,000 patients besides quarters for officers and employees. Work heretofore has been prosecuted in anticipation of the erection of these groups of buildings in the near future with their immediate need of water mains and sewage disposal lines. Besides these, some roads have been made and the farm lands improved. The colony was formally opened July 11, 1911, when 32 patients were received, and 100 inmates have now resided on the grounds for over three years, during which time they have been employed in such work as they could do under the direction of employees. Dormitory buildings to accommodate 280 additional inmates have been in course of construction for more than a year and should be ready for occupancy early in 1915. They are known as cottages A, B, C and D of the First Group, and the appropriation for their construction was \$168,000. The original appropriation for these buildings was made by chapter 530, Laws of 1912, but delays in the State Architect's office prevented the approval of contracts until June 11, 1913, since which time their completion has been further delayed by various building troubles, difficulty in obtaining material and the necessity of waiting for the final location of the steam lines. In the construction of these cottages field stone squared and faced has been used. On October 1st the four cottages were completed, excepting the roofing and interior carpentry. All will have slate roofs and be practically fireproof. Other appropriations for buildings in the first division made by chapter 530, Laws of 1912, amounting in the aggregate to \$220,000 lapsed because of these delays in the State Architect's office and elsewhere. The Legislature of 1914 reappropriated the items, but Governor Glynn vetoed all the reappropriations except one of \$47,000 for a laundry, plans for which have recently been approved and which should now be

begun without further delay. The same is true of the service hall appropriation, for, although the plans were approved in February, 1914, and the building is greatly needed at this time, when 280 inmates are to be added to the population, it was permitted to lapse. The attitude of some of the State officials toward this institution has been that of persistent obstruction instead of the helpful coöperation it deserves. This was clearly indicated by the veto of the reappropriations and by the fact that although the State Board of Charities recommended that Letchworth Village be given additional appropriations amounting to \$657,000 only \$500 was finally granted. The result of this obstructive policy is not only the postponement of the final completion of the institution and the continuance of economic waste, but also the neglect of a class of unfortunates who, although unable to protect and care for themselves, are yet a most serious menace to the State. Letchworth Village should be completed without further delay and all appropriations which can be properly expended in its development during the next three years should be made available by the Legislature of 1915.

From this time the architectural problems will become less as the buildings of the various groups will be almost identical in character. The general plans for dormitory buildings and other structures which are in course of erection may be used, with some modifications, for all other buildings which will be used for similar purposes in the other groups of the village. There should be no further occasion for delay from failure to secure and approve plans, specifications and contracts.

While the State Board of Charities urges upon the Legislature the necessity of proceeding with the development of Letchworth Village as rapidly as possible, it would definitely recommend that the program for the coming year be the completion of the first main group intended for improvable boys. This will necessitate the construction of the following buildings: Four additional dormitories to accommodate in all 280 more patients, service building, attendants' home, gymnasium and assembly hall, industrial building.

When this group has been completed, the construction of the second main division should be commenced. The construction of

the two groups should proceed simultaneously, if the Legislature feels that the finances of the State will permit the necessary expenditure at this time.

The State Board of Charities recommends for Letchworth Village, Thiells, the following appropriations or so much thereof as may be necessary:

For Cottage E.....	\$42,000
For Cottage F.....	42,000
For Cottage G.....	42,000
For Cottage H.....	42,000
For an administration building.....	40,000
For a stone crusher with equipment for same and for housing .....	6,000
For the purchase of furniture and other equipment.	10,000
For conduits, piping, electric and telephone lines..	45,000
For sewer lines.....	10,000
For a service building.....	60,000
For an attendants' home.....	50,000
For a storehouse, bakery, refrigerating plant and cold storage building.....	60,000
For an assembly hall.....	60,000
For two permanent bridges on the spur track.....	11,000
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Making special new appropriations recommended..	\$520,000
Reappropriations:	
For furniture in buildings A, B, C and D.....	10,000
For power and heating plant and equipment...	75,000
For steam conduits and piping.....	20,665
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Total for extraordinary purposes.....	\$625,665
For maintenance, of which \$2,500 shall be for ordinary repairs .....	142,500
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Making the total appropriations recommended..	\$768,165
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**CRAIG COLONY FOR EPILEPTICS****Sonyea, Livingston County****Established 1894**

The Colony has at present capacity for 1,400 inmates. The number October 1, 1913, was 1,427 and 211 were admitted during the year, making the total number under care, 1,638. Of these, 90 were returned to parents or guardians, 1 was transferred to another institution and 126 died, leaving 1,421 present September 30, 1914, of whom 752 were men and boys and 669 women and girls. The average number present during the year was 1,428 and the average weekly cost of support, including the value of home and farm products consumed, \$4.46; excluding this value, \$4.02.

The receipts during the year ending September 30, 1914, were: From cash on hand at the beginning of the year, \$2,037.30; from special appropriations, \$6,854.37; from unexpended appropriations of former years, \$35,375.23; from maintenance appropriations, \$301,000; from counties, towns and cities, \$20,971.61; from individuals for the support of inmates, \$6,895.99; from all other sources, \$2,822.09; total, \$375,956.59.

The maintenance expenditures were: For salaries of officers, wages and labor, \$128,932.43; for provisions, \$70,385.63; for general supplies, \$6,982.28; for clothing, \$17,360.92; for fuel and light, \$30,479.60; for medical supplies, \$4,371.93; for furniture and furnishings, \$6,836.09; for transportation of inmates, \$269.19; for farm and garden, \$9,931.03; for ordinary repairs, \$13,324.76; for all other maintenance expenses, \$10,150.50; total, \$299,024.36.

The extraordinary expenses were: For buildings and improvements, \$31,439.61; for extraordinary repairs, \$7,952.49; for remittance to State Treasurer, \$30,689.69; for all other extraordinary expenses, \$2,837.50; total, \$72,919.29; making the aggregate expenditures for the year, \$371,943.65; and leaving a cash balance of \$4,012.94 at the close of the year.

The assets October 1, 1914, were the balance in cash, \$4,012.94; due from counties, cities and towns, \$16,680.28; and \$2,613.02 due from individuals.

Of the expenditures for maintenance, 43.1 per cent. was for salaries, wages and labor, 23.5 per cent. for provisions, 2.3 per cent. for general supplies, 5.8 per cent. for clothing, 10.2 per cent. for fuel and light, 1.5 per cent. for medical supplies, 2.3 per cent. for furniture and furnishings, .1 of 1 per cent. for transportation of inmates, 3.3 per cent. for farm and garden, 4.5 per cent. for ordinary repairs, 3.4 per cent. for all other maintenance expenses.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$120,000; for provisions, \$62,000; for fuel and light, \$30,000; for clothing, \$20,000; for medical supplies, \$5,000; for furniture and furnishings, \$16,000; for farm and garden, \$16,000; for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$33,000.

Chapter 531, Laws of 1914 (Special Act), appropriated for restoring the laundry building and replacing equipment, \$15,000; for constructing six employees' cottages and outside connections, \$6,000; and for extension and repairs to dairy barn, \$5,000.

Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: For sun rooms, Hepatica, Iris, Nasturtium and Orchid cottages, \$800; for new barn to replace one in rear of Walrath cottage, \$4,958.29; for improving the water supply of the Colony, including engineering services, \$14,936.70; for deficiency in the appropriation for enlarging the underground crossing, \$2,500; and for enlarging the underground crossing, \$7,500.

The maintenance appropriations amounted to \$302,000, the special appropriations to \$26,000 and the reappropriations to \$30,694.99, making the total available \$358,694.99.

Epilepsy has its victims in every section of our country and besides the social dangers involved in its increase, the economic burden of treatment and maintenance of indigent patients is heavy. This is proven by the fact that in addition to the large number of epileptics who receive treatment at private expense in general hospitals or in private homes, 6,289 patients are cared for at public cost in twelve institutions for epileptics in the United States and one in Canada. Eight states now have special state hospitals or



colonies for the treatment of this disease and in Michigan, Iowa, Connecticut and Illinois, state institutions have been established which will receive patients in the near future. In two states the institutions are under private control.

A study of the statistics relative to patients in Craig Colony makes it easier to realize the fact that science has not yet been able definitely to ascertain the cause of epilepsy or provide a remedy. Since the institution was opened for the reception of patients in January, 1896, 4,077 persons have been under treatment, of whom 1,216 died, 143 became insane and were committed to State hospitals, 682 were discharged unimproved, 551 were permitted to leave, having been to some extent improved during their stay, but only 62 of the whole number under treatment are reported as recovered. During the past fiscal year the lowest daily census of inmates present in the Colony was 1,418; the highest census, 1,440. One hundred twenty-six of these patients under treatment during the year died and only 5 are reported as recovered.

Epilepsy is called "the most intractable of all disorders." The underlying causes principally relate to the brain and the nervous system. Heart abnormalities and disturbances in the gastro-intestinal tract and other functional derangements may affect the progress of the disease, but it may safely be affirmed that science has not yet been able to control it and that comparatively few persons even under the most favorable conditions are cured. Many improve rapidly after entering the Colony but the improvement is seldom permanent.

Tuberculous infection of the bronchial glands in childhood has been assigned by some investigators as a probable cause for the development of epilepsy in later life, the convulsions appearing to be due to reflex irritation or to a toxemia which acts on an unstable nervous system until the seizures establish a vicious periodic habit. The microbes send the toxic products of their activity into the blood stream poisoning the central nervous system and while the nervous system is thus affected, it is suggested the toxemia at the same time checks the tuberculous processes. How far this is true can be determined only by prolonged observation, opportunities for which are furnished by the many patients at Craig Colony; for in a series of 524 deaths, 96 patients



died of pulmonary tuberculosis, and at the present time 200 others have it. These need the open air treatment. Many of them sleep on verandas but for others there is need of more space, and large verandas should be erected on the hospital and infirmaries where they can be under more constant observation than in the ordinary cottages. This will, in a measure, prevent the communication of the disease to patients now free from it.

It is probable that if the laboratory equipment is enlarged and a special annex to the hospital arranged for patients under observation, more effective work may be done in the way of research than has been accomplished heretofore. The institution is embarrassed in its scientific investigation by the fact that with a wealth of material for close study, it has not been given the means continuously to prosecute extended scientific research. Craig Colony should be more than a custodial asylum for epileptics and this intention was expressed in the act establishing the institution, which provided it should be for the "humane, curative, scientific and economical care and treatment of epileptics." Although the disease has baffled scientists heretofore, other diseases which apparently were equally obscure have been successfully studied and curative treatments discovered and this fact warrants the opinion that ultimately the problem of epilepsy will be solved. New York State has the largest Colony in the United States exclusively devoted to its treatment and should therefore afford the best opportunity for observation and scientific study. But to make use of the material the laboratory must be enlarged and the facilities of the Colony hospital increased to make both adequate for the task.

Peterson Hospital has been in use for a number of years but is an uncompleted building awaiting an appropriation for the additional wing. Its limited ward space is not all available for hospital cases for in order to carry on the domestic work of the hospital and that of the administration building, female patients are employed during part of each day. It is either necessary to give them room in the hospital, thus taking ward space from patients who should be there, or have them live in the cottages of the women's group, half a mile from the place of employment which would be dangerous and would delay the daily routine on inclement days. The addition of a new wing to the hospital will

provide more ward space for sick patients and the domestic help should be provided for in a separate building nearby.

Four fires occurred during the fiscal year, the first being in the laboratory basement where an old gas machine exploded, fortunately causing only a small amount of damage. Two were in cottages and were subdued with small loss; the fourth destroyed the dining room building at the brick yard, but the structure was small, built of logs by the inmates as a temporary makeshift and can be replaced for a small sum of money.

A new chimney stack has been constructed for the power plant and is large enough to provide for the general heating system ultimately to be installed. The central heating plant which was approved cannot be constructed for the appropriation made for the purpose. The Colony is so extensive that several boilers of large capacity must be provided in addition to the present battery and many conduits be built and steam lines laid. It is wasteful and expensive to do the work piecemeal and in the interest of economy it should all be undertaken at one time, and therefore a sufficient addition to the available appropriation should be made by the Legislature of 1915 in order that this important improvement may be finished if possible during the calendar year.

Sun rooms have been arranged in connection with four of the cottages for women and a number of other improvements were completed. Others are under way, among them being four cottages to be used by employees. It is desirable to retain efficient attendants, supervisors and other employees of the Colony for long periods of service that the patients and the State may have the benefit of their experience. This can be done only when the employees are contented and therefore the provision for their comfort should be satisfactory. Small cottages for married couples, good home buildings for others, together with facilities for recreation are essential.

One hundred and fifty-two epileptics, none of whom are insane, are at present maintained in the almshouses of the State, which are not equipped to give proper care to such cases. All would be committed to Craig Colony if it had more rooms. The large brick building known as Letchworth House has been a menace for several years to the safety of the patients and attendants who have

rooms therein, and recently has been condemned by the State Fire Marshal. The floors are solid, foundations substantial and the location is satisfactory for an employees building. It should be remodeled and made fireproof and then will make a good home for some of the men attendants, supervisors and other employees. The inmates who now are assigned to Letchworth House should be provided for in two new cottage dormitories for which an appropriation was recommended by this Board last year. These cottages could be of capacity and architecture similar to Iroquois cottage, the new building of the West Farm group. The change proposed will be in the interest of discipline, increase capacity by opening up rooms now occupied by attendants and permit a better classification.

The two infirmaries at the Colony were originally intended for mentally confused patients but experience has proven them unsuitable for this purpose and the crowded condition of the institution has resulted in all the beds in these buildings being assigned to patients largely of the custodial type. A special cottage to be used solely for mentally confused patients should be provided and placed under the direct supervision of a member of the medical staff.

Besides these buildings, two cottages are needed for the quarantine and study of all newly admitted patients. If built, one of the physicians could be assigned to this reception cottage to observe the new patients and determine the best treatment for them.

Experience has proven that epileptic patients can be given beneficially certain forms of instruction, even though the mental powers are weakened by the disease. The general training, moral discipline, obedience and habits of order acquired are not lost, when later the memory becomes seriously affected. Habits survive the seizures and the general influence of the school makes the patients easier to control than they would be without its discipline. An additional wing to the central school building is required to provide more class rooms. The western section and connecting corridors of the building have been in use one year, affording room for a number of classes for young girls but the boys have the use of only a small part of the building for work in arts and crafts. An east wing will have a sufficient number of class rooms to permit all the younger boys to have systematic training.

The Colony roads and general grading require constant attention and other repairs must be made annually to keep the property in good order. The cost of annual upkeep of the buildings should be provided from the maintenance funds but a number of important improvements can be made only from a special appropriation for extraordinary repairs and equipment.

The State Board of Charities recommends for Craig Colony for Epileptics, Sonyea, the following appropriations or so much thereof as may be necessary:

For two new cottage dormitories to take the place of the dormitories in Letchworth House.....	\$80,000 00
For the remodeling of Letchworth House into an employees' home .....	25,000 00
For the west wing of Peterson hospital.....	45,000 00
For an addition to the laboratory.....	10,000 00
For the east wing of the central school building...	20,000 00
For two cottages for mentally confused patients....	40,000 00
For a reception, quarantine and observation cottage for all new patients.....	40,000 00
For a steel coal trestle and coal pockets.....	15,000 00
For the central heating plant.....	80,000 00
For supplemental appropriation for four cottages for employees .....	3,300 00
For extraordinary repairs and equipment.....	28,100 00
Special appropriations recommended.....	\$386,400 00
For maintenance, of which \$10,000 shall be for ordinary repairs .....	320,000 00
Making the total appropriations approved....	<u>\$706,400 00</u>

## NEW YORK STATE SOLDIERS AND SAILORS' HOME

### Bath, Steuben County

Established 1878

This institution has capacity for 2,000 inmates. The number of members October 1, 1913, was 1,637; the admissions during the year were 959; total enrollment for the year, 2,596. There were 833 discharged during the year and 210 died, leaving at the close of the fiscal year a membership of 1,553, of which number, 1,358

were present September 30, 1914. The average number present during the year was 1,393 and the average weekly cost of support, including the value of home and farm products consumed, \$4.66; excluding this value, \$4.49.

The total receipts of the institution for the fiscal year ending September 30, 1914, were: From cash balance of the previous year, \$29,928.55; from special appropriations, \$14,000; from maintenance appropriations, \$338,000; from all other sources, \$2,252.60; total, \$384,181.15.

The maintenance expenditures were: For salaries of officers, wages and labor, \$127,434.26; for provisions, \$105,748.09; for household stores, \$6,473.79; for clothing, \$24,310.50; for fuel and light, \$33,844.35; for hospital and medical supplies, \$3,992.89; for transportation and traveling expenses, \$185.13; for shop, farm and garden supplies, \$9,787.15; for ordinary repairs, \$6,656.96; for expenses of trustees and miscellaneous, \$5,918.62; for all other maintenance expenses, \$1,279.14; total, \$325,630.88.

The extraordinary expenditures were \$2,252.60 for remittance to State Treasurer; for all other extraordinary expenses, \$12,199.92. The total expenditures were \$340,083.40, leaving at the close of the year a cash balance of \$44,097.75.

Of the expenditures for maintenance during the year, 39 per cent. was for salaries, wages and labor; 32.5 per cent. for provisions; 2 per cent. for household stores; 7.5 per cent. for clothing; 10.4 per cent. for fuel and light; 1.2 per cent. for hospital and medical supplies; 3 per cent. for shop, farm and garden supplies; 2.1 per cent. for ordinary repairs; 1.8 per cent. for expenses of trustees and miscellaneous and .5 of 1 per cent. for all other maintenance expenses.

Chapter 229, Laws of 1914 (Appropriation Bill), appropriated for maintenance, \$300,000.

Chapter 531, Laws of 1914 (Special Act), appropriated for rebuilding a horse barn and building a vegetable cellar, \$8,000; and for an electric elevator in hospital annex, \$500.

Chapter 530, Laws of 1914 (Supply Bill), appropriated for the payment of losses incurred by inmates on account of recent fire, claims for which are to be approved by the president of the State Board of Charities and a majority of the managers or trustees, \$5,500.

The maintenance appropriation was \$300,000 and the special appropriations \$14,000, making the total available, \$314,000.

The destruction by fire of the largest dormitory building of this institution on January 25, 1914, seriously inconvenienced all the inmates of the Home, as the distribution of the 315 members who had rooms in the burned barracks among the dormitories of the other buildings caused general discomfort. The value of the "H" and "I" building and of the equipment burned amounted to over one hundred thousand dollars. Fortunately no lives were lost, but considerable personal property which belonged to the inmates was destroyed. The Legislature, by chapter 530 of the Laws of 1914, made an appropriation of \$5,500 to reimburse them for their losses. The adjustment of the claims was, by the said chapter 530, placed in the hands of the president of the State Board of Charities and the members of the board of managers of the Home. Two hundred and nineteen claims have been examined, adjustments made and claimants paid \$4,817, in accordance with the provisions of the act.

Since 1910, the average daily number of members present in the Home has been 1,551, but for 1914 it was only 1,393. The deaths of survivors of the Civil War will in time relieve the State of the necessity for the maintenance of the Home at Bath for the special purpose for which it was established, but at present the members now fill the buildings beyond their proper capacity. Some of the dormitories are greatly overcrowded, and 27 men sleep in basements which are dark and unsanitary. The third-story dormitories should not be used for feeble old men unless elevators are put in and even then they will be dangerous in the event of fire. The construction of a new two-story dormitory is requested by the board of managers to relieve the overcrowding. Whatever use may be made of the institution in the future, the proposed new building can be availed of and its erection will make these old men more comfortable, give relief in all the dormitories and render unnecessary the use as bedrooms of poorly ventilated dark basements.

It must be expected that the average population will not greatly decrease for the next five years, for the infirmities of old age make home care more difficult for veterans and thus cause many to apply for admission who have heretofore never entered a soldiers' home.

Those thus enrolled will replace the vacancies caused by death, but after that the membership will probably rapidly decrease. Since 1911, the average annual number of deaths has been 215. As compared with admissions in 1913, they were 25 per cent., and in the last fiscal year were 22 per cent.

Provision was made by the Legislature for a horse barn to replace the old building destroyed by fire in 1913. It is to have a vegetable cellar under it. Construction has not begun, however, owing to delays in the State Architect's office. Some minor improvements were made during the year upon the grounds and in connection with the heating and power plant. Much of the plumbing in the toilet sections of the barracks was repaired and some changes made in the sewer pipes which had broken and become clogged by the rootlets of nearby trees.

The grounds, walks and driveways show careful attention. In the cemetery, 3,485 monuments mark the graves where the bodies of veterans lie at rest. Some other graves are as yet unmarked.

The State Board of Charities recommends for the New York State Soldiers and Sailors' Home the following appropriations or so much thereof as may be necessary:

For new farm house, to replace one burned.....	\$4,000 00
For installing telephone system in hospital.....	500 00
For storage barn, 40 x 80 feet.....	3,800 00
For extraordinary repairs and equipment.....	7,500 00
For installing conduit for electric wiring; for larger (10-inch) water main from reservoir to Barracks "G," and 8-inch water main along the line of the barracks; for fire escapes for Barracks "G," and stoops to be erected on the outside and full length of the hospital wards on the east side of the hospital, to comply with requirements of the Fire Marshal .....	26,600 00
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Making for special appropriations .....	\$42,400 00
For maintenance, of which \$15,000 shall be for ordinary repairs .....	300,000 00
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Total appropriations approved .....	<u>\$342,400 00</u>



**NEW YORK STATE WOMAN'S RELIEF CORPS HOME**  
**Oxford, Chenango County**

Established 1894

This home has capacity for 230 inmates. The number of inmates present October 1, 1913, was 181, and 90 were admitted during the year, making the total number under care 271. During the year 23 died and 48 were discharged, leaving September 30, 1914, 200 inmates, of whom 29 were men and 171 women. The average number for the year was 185 and the average weekly cost of support, including the value of home and farm products consumed, \$5.66; excluding this value, \$4.88.

The receipts for the year ending September 30, 1914, were: From cash on hand at the beginning of the year, \$0.77; from special appropriations, \$22,958.99; from maintenance appropriations, \$47,000; from sale of farm and garden produce, \$158.17; and from all other sources, \$114.90; total, \$70,232.83.

The maintenance expenses during the year were: For salaries of officers, wages and labor, \$23,555.67; for provisions, \$8,382.14; for general supplies, \$1,172.33; for clothing, \$232.98; for fuel and light, \$5,178.88; for hospital and medical supplies, \$712.63; for farm and garden, \$4,664.63; for ordinary repairs and shops, \$553.21; for furniture and furnishings, \$313.23; for lawns, roads and grounds, \$211.09; for all other maintenance expenses, \$2,010.62; total, \$46,987.41.

The extraordinary expenditures are reported as \$23,232.06, of which \$17,311.89 was for improvements, \$2,217.34 for extraordinary repairs, \$273.07 for remittance to State Treasurer, and \$3,429.76 for all other extraordinary expenses, making the total maintenance and extraordinary expenditures for the year, \$70,219.47, and leaving as balance in cash at the close of the fiscal year, \$13.36.

Of the expenditures for maintenance, 50.1 per cent. was for salaries, wages and labor, 17.8 per cent. for provisions, 2.5 per cent. for general supplies, .5 of 1 per cent. for clothing, 11 per cent. for fuel and light, 1.5 per cent. for hospital and medical supplies, 9.9 per cent. for farm and garden, 1.2 per cent. for ordinary repairs



and shops, .7 of 1 per cent. for furniture and furnishings, .5 of 1 per cent. for lawns, roads and grounds, and 4.3 per cent. for all other maintenance expenses.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers, and wages of employees, \$26,000; for provisions, \$7,000; for fuel and light, \$4,500; for clothing, \$500; for medical supplies, \$800; for furniture and furnishings, \$1,400; for farm and garden, \$4,500; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$2,300.

Chapter 531, Laws of 1914 (Special Act), appropriated for repairing and painting interior and porches of cottages, \$1,000; and for an electric elevator, \$3,814.37.

Chapter 251, Laws of 1914 (Special Act), appropriated for the purchase of a farm, \$5,000.

Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: for addition to hospital, \$11,599.82; for grading and roadways, \$3,000; for completing electric engine and dynamo, \$1,000; and for new dynamo, \$949.

The maintenance appropriations amounted to \$47,000; the special appropriations to \$9,814.37; and the reappropriations to \$16,548.82, making the total available, \$73,363.19.

The New York State Woman's Relief Corps Home at Oxford, New York, is maintained for the care of aged veterans and their wives, the mothers, widows and sisters of veterans and for women army nurses who are in need of public care. The advanced age of all of the members of the Home at the time of reception makes the institution practically a hospital, and the general routine of the institution is based upon this fact. The proportion of the bed patients to the total membership is greater than at the Soldiers and Sailors' Home at Bath, which is very much larger, and this greater proportion of bed-ridden inmates is attributed to the number of women members. Twenty-five per cent. are in need of constant attention and nearly all the others from time to time require treatment by the resident physician.

Much has been done for the members by the Woman's Relief

Corps of the State of New York in times past. This is especially manifested by gifts for the women, and the homelike appearance of sitting rooms and other parts of the institution is mainly due to this continuing interest. The men and women of the war period are rapidly passing away and soon all for whom the Home was established will have finished their course. Twenty-three died during the year.

Some improvements were made during the year and an appropriation of \$5,000 for additional land has enabled the Home to obtain option on an adjoining tract and proceedings are under way to transfer the title to the State. An artesian well started in 1914 is now 390 feet deep but is to be drilled further to obtain a permanent supply of good water. The appropriation for the purpose is insufficient and the State Architect has advised the Board of Managers that a supplementary amount is required to deepen the well and install a pump. An elevator shaft has been provided but no elevator, and it is recommended that one operated by electricity be installed.

An annex to the general kitchen, where the special diets required in the hospital may be prepared, is needed and provision should be made for this and for the enlargement of the hospital dining room, as the number of patients to be accommodated has increased greatly.

During the year a considerable amount of heavy grading has been done, especially around the new hospital extension where a ravine required filling. Besides this work about one-half mile of new road has been constructed and another half mile of old road resurfaced. An appropriation is required to continue the grading and surface the new roads and a number of the older ones for heavy work.

The State Board of Charities recommends for the Woman's Relief Corps Home at Oxford the following appropriations or so much thereof as may be necessary:

For window screens.....	\$650
For the completion of the artesian well and pumping machinery . . . . .	2,400
For the extension of the hospital dining room and kitchen . . . . .	5,000

For the completion of roads.....	\$1,000
For electric elevator.....	1,000
For extraordinary repair and equipment.....	3,500
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Making the special appropriations recommended.....	\$13,550
For maintenance, of which \$2,000 shall be for ordinary repairs . . . . .	50,000
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Making the total appropriations approved.....	\$63,550
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**THOMAS INDIAN SCHOOL**

Iroquois, Erie County

Established 1875

The school has capacity for 181 inmates. The number present October 1, 1913, was 195. During the year 21 were received and 24 were discharged, leaving a population, September 30, 1914, of 192, of whom 88 were boys and 104 girls. The average number during the year was 170 and the average weekly cost of support, including the value of home and farm products consumed, \$5.67; excluding this value, \$4.88.

The receipts for the year ending September 30, 1914, were: From cash balance of the previous year, \$162.64; from special appropriations, \$2,718.97; from maintenance appropriations, \$44,380; from other sources, \$95.91; total, \$47,357.52.

The maintenance expenses were as follows: For salaries of officers, wages and labor, \$22,268.67; for provisions, \$5,365.24; for general supplies, \$1,100.66; for clothing, \$2,376.48; for fuel and light, \$3,869.40; for hospital and medical supplies, \$65.98; for transportation of inmates, \$10.07; for farm and garden supplies, \$3,672.62; for ordinary repairs and shops, \$1,931.01; for furniture and furnishings, \$480.39; for lawns, roads and grounds, \$13.20; for all other maintenance expenses, \$2,032.87; total, \$43,186.59.

The extraordinary expenditures were \$1,305.87 for construction and equipment, \$1,392.10 for extraordinary repairs, \$95.91 for remittance to State Treasurer, and \$21. for all other extraordinary expenses, making the aggregate expenses for the year, \$46,001.47 and the cash balance September 30, 1914, \$1,356.05.

Of the expenditures for maintenance, 51.6 per cent. was for salaries, wages and labor, 12.4 per cent. for provisions, 2.5 per cent. for general supplies, 5.5 per cent. for clothing, 9 per cent. for fuel and light, .2 of 1 per cent. for hospital and medical supplies, 8.5 per cent. for farm and garden supplies, 4.5 per cent. for ordinary repairs and shops, 1.1 per cent. for furniture and furnishings, 4.7 per cent. for all other maintenance expenses, including a small expenditure for transportation of inmates and for lawns, roads and grounds.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers, and wages of employees, \$23,700; for provisions, \$5,700; for fuel and light, \$3,700; for clothing, \$2,100; for medical supplies, \$100; for furniture and furnishings, \$1,500; for farm and garden, \$3,900; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses for the maintenance of the institution, \$3,800.

Chapter 531, Laws of 1914 (Special Act), appropriated for a silo and addition to dairy barn, \$2,500.

Chapter 521, Laws of 1914 (Special Act), reappropriated an unexpended balance of \$500 for water mains and fire hydrants.

The maintenance appropriations amounted to \$44,500; the special appropriation to \$2,500; and the reappropriation to \$500; making the total available, \$47,500.

The United States census of 1910, which is the last available, shows that the Indian population in the State of New York is approximately 6,000. This number includes 3,498 Senecas and Cayugas; 1,249 Indians on the St. Regis reservation, who are mostly of the St. Regis tribe; 417 Tuscaroras; 565 Onondagas; 104 Oneidas and 26 Shinnecocks. All of these 5,859 are living upon the reservations, but in addition there are other Indians who have left the reservations and they are included in the total number to bring the Indian population to the approximate 6,000 given above.

The Seneca Indians who constitute more than one-half of the total in the State live upon the Allegany, Cattaraugus and Tonawanda reservations. The Allegany and Cattaraugus lands comprise 52,149 acres and are located in Erie, Cattaraugus and Chau-

tauqua counties. The Tonawanda reservation contains 7,548 acres and is located in Erie and Genesee counties. The Seneca Indians retain control of 59,697 acres in the State of New York. As comparatively few members of other tribes reside on these three reservations, although among them is the remnant of the once powerful and numerous Cayugas who are so few in number, they have practically lost tribal identity and live on the Senecas' lands.

The St. Regis reservation which contains 14,030 acres, is in Franklin county and extends for a considerable distance along the St. Lawrence river. It is not far from lands occupied by the Canadian Mohawks who went there at the close of the Revolution. The remnant of the Mohawk tribe resident in the State of New York is principally settled on this reservation, where the total Indian population is 1,249.

The 417 Tuscaroras of New York are located principally upon the Tuscarora reservation in Niagara county, which contains 6,249 acres. The Onondagas, numbering 565, are located on their reservation of 7,300 acres, near Syracuse, while the 104 Oneidas are in Madison county where their land, 400 acres, is held in severalty. The other Indian reservations are held in common as tribal property.

The Poospatuck or Shinnecock Indians have practically disappeared, as only 26 persons, most of whom have very little Indian blood, claim descent from the Shinnecoeks and live on or near the reservation on Long Island which contains only 400 acres and is of little value for agricultural purposes.

It is apparent from the foregoing figures that the great proportion of the Indian population of the State of New York now consists of Seneca and St. Regis Indians, who together number 4,747 reservation Indians out of the total 5,859. The St. Regis constitute approximately one-fifth of the total, the Senecas three-fifths and the other tribes the remaining fifth. Taking this analysis in connection with the 195 Indian children enrolled at the Thomas Indian School, it is apparent that the attendance of the children is not in proportion to the tribal numbers. The enrollment list shows:

Senecas . . . . .	129
Tuscaroras . . . . .	23

Cayugas . . . . .	15
Mohawks . . . . .	9
Onondagas . . . . .	7
St. Regis . . . . .	8
Oneidas . . . . .	4
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Total . . . . .	195
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The reservation residences of the same children are:

Allegany reservation . . . . .	39
Cattaraugus reservation . . . . .	71
Oneida reservation . . . . .	5
Onondaga reservation . . . . .	18
Tonawanda reservation . . . . .	32
Tuscarora reservation . . . . .	26
St. Regis reservation . . . . .	4
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From the above statement it appears that the nine Mohawks listed as in attendance reside elsewhere than on the St. Regis reservation, from which only four children are reported, although eight in the school are classed as St. Regis Indians. Four St. Regis children are credited to the Oneida and Onondaga reservations. If to the eight St. Regis children are added the nine Mohawks in attendance, the total allotment to the St. Regis people, who constitute one-fifth of the Indian population of the State, is only seventeen instead of the thirty-five which should represent that tribal group.

Evidently the Senecas and Cayugas have been given too large a proportion of the admissions to the school. The Seneca children number 129 and the Cayugas 15, making their allotment 144. As the Seneca and Cayuga tribes number 3,498 members, their proportion of representatives in the school would be approximately 105 children or 39 less than they have in attendance.

From this analysis it appears that requests for admission from the nearby Indian reservations are so numerous and insistent that they secure the admission of more children than their proportion of the total Indian population of the State entitles them to. It is

apparent that this School with its small capacity of 200 cannot take in all needy Indian children. The managers can admit only 200 children out of the whole number of applications. The others remain upon the reservations dependent upon such opportunities for education as are afforded by the small reservation day schools. Children who have living parents or other friends to provide homes for them can attend these day schools but for neglected orphan Indian children some better provision should be made, and also for other children dependent upon relatives too poor to give them proper care. The problem will be solved by the enlargement of the Thomas Indian School to a capacity which will accommodate 300 children. If a kindergarten building can be secured for the younger children they can then have the special equipment, care and food which they require, separate from the larger boys and girls. The young children are found most frequently after the death of their parents, neglected or abandoned upon the reservations. In consequence of neglect, many of the Indian children pass the most impressionable time in the life of the child without attention and lose the educational training to which they are entitled. The institution should therefore be enlarged immediately.

No appropriation was made in 1914 for extraordinary repairs and equipment and there is need for a number of improvements which cannot be taken out of the ordinary maintenance fund. The sewer system must be put in efficient condition. The drains now empty into an open pool located at a short distance from a creek which supplies water to families in the neighborhood and to cattle all along its course. It is a menace to general health and provision should be made to dispose of the sewage in some better way.

The brick wall separating the coal pocket from the boiler room at the power house has yielded to the pressure of the coal. Nearly all of the wall has fallen and it will be necessary to put in a new and stronger wall which the State Architect's Department states will cost \$2,000.

Besides this some other repairs are necessary at the power plant. When the new stack and boiler house was built an old 80 horse power boiler was moved into it and since then has been in service. It is now in such condition that it has become a menace to the in-



stitution and a new boiler of 150 horse power capacity should be added to the battery to make it safe and efficient.

The conduits and elevated walks which connect the administration department, the dormitories and school buildings are covered by a wooden floor which was intended to be only temporary. The boards have decayed and broken and are a constant menace to the children and employees. A number have been seriously hurt. The conduit should be completed and covered with brick and cement in accordance with the original plans. This has been recommended annually for several years but the necessity has now become urgent, for the wooden structures are liable to collapse at any time. Should this happen at dinner time when all the children are on their way from the schoolhouse to the service building many may fall into the conduit and some be injured.

An additional appropriation is needed for the completion of the dairy barn. The State Architect advised the managers that the appropriation of \$2,500 made by the Legislature of 1914 for this purpose will not cover the cost of the addition. It is intended to extend the basement also and provide stanchion room for the cows, besides enlarging the hay loft. The dairy house should be completed and equipped at the same time and its basement be arranged for storage and the ice-making apparatus. A part of the basement in the administration building is used now for the storage of supplies but the space available is small, poorly lighted, and does not afford protection against heat and frost.

The State Board of Charities recommends for the Thomas Indian School, at Iroquois, the following appropriations or so much thereof as may be necessary:

For the completion of the conduit connecting the administration building, industrial hall, school and dormitories . . . . .	\$15,000
For completing and equipping the dairy, including storeroom, connecting conduit to power house and the installation of refrigerating and ice-making apparatus . . . . .	9,000
For addition to dairy barn . . . . .	2,500
For installing new boiler, 150 H. P. . . . .	2,200



For extraordinary repairs and equipment.....	\$2,500
For a kindergarten building with connecting conduit, and equipment . . . . .	50,000
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Special appropriations recommended . . . . .	\$81,200
For maintenance, of which \$1,500 shall be for ordi- nary repairs . . . . .	51,500
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Making the total appropriations approved . . . . .	\$132,700
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## NEW YORK STATE SCHOOL FOR THE BLIND

Batavia, Genesee County

Established 1865

This school has capacity for 175 pupils. The number present October 1, 1913, was 145 and 49 pupils were received during the year, making the total number under care and training 194. During the year 37 were discharged, leaving 157 pupils in the institution September 30, 1914. The average number during the year was 114 and the average weekly cost of support, including the value of home and farm products consumed, \$9.64; excluding this value, \$9.40.

The receipts for the fiscal year ending September 30, 1914, were as follows: Cash balance from preceding year, \$1,639.48; from special appropriations, \$49,371.23; from maintenance appropriations, \$55,100; from the sale of farm and garden produce, \$27; from counties, towns and cities, \$814.26; from all other sources, \$1,502.55; total, \$108,454.52.

The maintenance expenditures were: For salaries of officers, wages and labor, \$32,265.80; for provisions, \$9,268.09; for household stores, \$991.48; for clothing, \$313.58; for fuel and light, \$5,238.53; for hospital and medical supplies, \$144.22; for transportation and traveling expenses, \$94.33; for shop, farm and garden supplies, \$651.03; for ordinary repairs, \$2,698.49; for expenses of trustees, \$388.94; for all other maintenance expenses, \$3,633.24; total maintenance expenditures, \$55,687.73.

The extraordinary expenditures were \$49,371.23 for buildings and improvements, and \$2,343.81 for remittance to State treas-

urer, making the aggregate expenditures \$107,402.77. The assets September 30, 1914, were the balance in cash, \$1,051.75, and \$682.44 due from counties, cities and towns.

Of the expenditures for maintenance during the year 58 per cent. was for salaries, wages and labor, 16.6 per cent. for provisions, 1.8 per cent. for household stores, .6 of 1 per cent. for clothing, 9.4 per cent. for fuel and light, .2 of 1 per cent. for hospital and medical supplies, .2 of 1 per cent. for transportation and traveling expenses, 1.2 per cent. for shop, farm and garden supplies, 4.8 per cent. for ordinary repairs, .7 of 1 per cent. for expenses of trustees, and 6.5 per cent. for all other maintenance expenses.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$33,800; for provisions, \$8,400; for fuel and light, \$4,000; for clothing, \$800; for medical supplies, \$100; for furniture and furnishings, \$1,400; for farm and garden, \$3,000, and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$4,500.

Chapter 531, Laws of 1914 (Special Act), appropriated for pump in boiler house, \$1,050.

Chapter 530, Laws of 1914 (Supply Bill), appropriated for developing new and experimental work for the blind, \$500.

Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: For repairs to hospital, \$10,000 and for additional buildings, \$4,886.

The maintenance appropriations amounted to \$56,000, the special appropriations to \$1,550, and the reappropriations to \$14,886, making the total available, \$72,436.

The number of pupils in the school has increased since the opening of the kindergarten building. The average number for the fiscal year was only 114, but at the close of the year 157 were in attendance, which is the largest number registered at the beginning of a school term in nearly twenty years. The kindergarten classes are now established in the building which was especially designed with classrooms and dormitories for the younger children. The quarters heretofore occupied by them have been assigned to older pupils transferred from overcrowded dormitories.

With the greater number of pupils the expenditures for maintenance have necessarily increased also. The average weekly cost of support is \$9.64 per capita, but this is largely due to the expensive special training which blind pupils need if they are to become self-supporting members of society. Their mental and physical condition prior to education promotes the spirit of dependence and the encouragement of the teachers must be sufficient to overcome the moral effects of the loss of sight. They must develop initiative and self-reliance to counteract the natural tendency to quietude. The blind early realize that they cannot participate on equal terms in the ordinary daily life competitions which are inherent in our social fabric. Hence the State is required to provide educational material more expensive and different in character from that which is employed for the average classes in the ordinary public schools. Deprived of one of the principal means for the acquisition of knowledge, it is necessary for the blind pupil to make intensive use of other means to secure, if possible, the same degree of mental development usually acquired by the physically normal student. That the blind succeed is well known. The pupils of this and other schools have demonstrated their ability in various domains of knowledge and frequently have kept pace with the brighter pupils possessed of sight. In memory tests they usually are superior to the students who have had the benefit of eyesight and are able to present more promptly and correctly abstract propositions within their comprehension. They also are more ready to express themselves in relation to their class exercises and seem determined to understand them before passing on. All the students of the school do not complete the course of instruction and graduate. A large number remain under instruction for at least ten years, but almost all who graduate become competent, thoughtful citizens, able to maintain themselves by work and willing to accept such opportunities as they meet.

The organization of a State Commission was advocated for several years, and is now accomplished by act of the Legislature of 1913 and all the New York schools are working with the Commission to better the condition of the adult blind. It has begun a study of the condition of the sightless throughout the State and developed a plan of home instruction for the benefit of those who require it. In this work the State Commission for the Blind has

employed some of the graduates of the school and found them well qualified for the special investigations under way.

Blindness usually affects the physical well-being, but, unless congenital, seldom prevents rapid mental development if the child is in a stimulating environment. Those who, from disease or accident, lose eyesight in very early life, begin at once to use the senses of touch and hearing with consequent early knowledge of common things, which is a valuable preparation for systematic study in school. Unless the disease which caused blindness directly affected other brain centers besides those of vision, the child is likely to be as quick and responsive as his associates who possess sight.

The congenitally blind, however, frequently inherit a constitutional weakness affecting both body and mind. This is especially the case when the blindness is traceable to syphilis in the ancestral lines and when the disease is found by tests to be active in the child. Its indications are often mental feebleness, dental abnormalities and incurable defects in vision, hearing and speech. When these are found in a "nervous" child, they probably may be traced to some progenitor who transmitted to his descendants the blood poison with all its dread possibilities. Hence a knowledge of the family history of pupils may prove helpful in the school work. In the State School for the Blind 25 per cent. of all new pupils received this year became blind through ophthalmia neonatorum, a direct consequence of infection by the mother, although this disease is not always due to venereal infection, and many others were doomed to be born blind because the parents inherited diseased germ plasm. Their future is less hopeful than that of the pupils who become blind through other diseases or as a consequence of accidents.

The appropriation made for additions and alterations to the hospital building is not sufficient, the lowest bids being far above the amount available, and in consequence no contract has been made for this work. The hospital remains inadequate, out of repair, unsanitary, and is rapidly becoming more unfit for service. In the case of an epidemic it could accommodate only a few patients and all others would have to be treated in the general dormitories, a condition which would endanger all the pupils of the school.

The toilet rooms in the main building require additions and general repairs. A number of them are inconveniently located and

additional rooms should be set apart for this use. All the toilets should be equipped with sanitary plumbing.

The drinking water used at the school is obtained by pumping from a well on the grounds. The pump house is of wood, old, and the roof and sides have rotted to such an extent the building is liable to fall at any time. A new brick building is needed.

The institution for many years has obtained its electric light and power from a local company. A careful examination of the costs of maintenance and installation indicates that an electric light and power plant owned by the institution would prove a good investment, saving considerable money each year. The plant would also enable the school to install additional motors to do work which under present conditions is too expensive to undertake.

The State Fire Marshal has recommended additional fire protection, reinforcing the reports of this board that a number of improvements are necessary to assure the safety of the pupils. Additional fire escapes should be placed upon the buildings and all the windows opening upon fire escapes be changed to doors in order that there may be free access to them. Besides these improvements, all exit doors should be made to swing outward and additional fire extinguishers be provided.

The State Board of Charities recommends for the New York State School for the Blind, Batavia, the following appropriations, or so much thereof as may be necessary:

For an addition to the hospital.....	\$7,500 00
For additional toilet rooms and equipment.....	2,500 00
For fire escapes.....	4,800 00
For changing windows to doors and making all exit doors swing outward.....	2,000 00
For fire extinguishers, hose and hosecart.....	300 00
For a new pump house.....	1,800 00
For extraordinary repairs and equipment.....	3,500 00

Special appropriations recommended ....	\$22,400 00
For maintenance, of which \$2,500 shall be used for ordinary repairs.....	60,000 00

Making the total appropriations approved..	<u><u>\$82,400 00</u></u>
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**NEW YORK STATE HOSPITAL FOR THE CARE OF  
CRIPPLED AND DEFORMED CHILDREN****West Haverstraw, Rockland County****Established 1900**

This institution has capacity for 75 patients. The number present October 1, 1913, was 73. During the year 13 boys and 21 girls were admitted and 15 boys and 17 girls were discharged, leaving a population, September 30, 1914, of 75, 37 boys and 38 girls. The average number of patients during the year was 69 and the average weekly cost of support, including the value of home and farm products consumed, \$9.23; excluding this value, \$8.88.

The receipts during the fiscal year ending September 30, 1914, were: From cash on hand at the beginning of the year, \$787.36; from special appropriations, \$6,641.14; from maintenance appropriations, \$31,400; from all other sources, \$51.24; total, \$38,879.74.

The maintenance expenditures were: For salaries of officers, \$9,878.66; for wages and labor, \$6,433.80; for provisions, \$7,030.30; for general supplies, \$639.62; for clothing, \$275.41; for fuel and light, \$1,753.67; for hospital and medical supplies, \$1,892.15; for farm and garden supplies, \$681.81; for ordinary repairs and shops, \$311.59; for furniture and furnishings, \$265.53; for all other maintenance expenses, \$2,700.01; total, \$31,862.55.

The extraordinary expenses were: \$1,463.88 for improvements, \$5,177.26 for extraordinary repairs, and \$51.24 for remittance to State Treasurer; making the total expenditures for the year \$38,554.93. The cash on hand September 30, 1914, was \$324.81.

Of the expenditures for maintenance during the year, 51.2 per cent. was for salaries, wages and labor, 22.1 per cent. for provisions, 2 per cent. for general supplies, .9 of 1 per cent. for clothing, 5.5 per cent. for fuel and light, 6 per cent. for hospital and medical supplies, 2.1 per cent. for farm and garden supplies, .9 of 1 per cent. for ordinary repairs and shops, .8 of 1 per cent. for furniture and furnishings, and 8.5 per cent. for all other maintenance expenses.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$18,000; for provisions, \$7,000; for fuel and light, \$1,600; for clothing, \$200; for medical supplies, \$1,700; for furniture and furnishings, \$1,000; for farm and garden, \$1,100; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$1,900.

Chapter 531, Laws of 1914 (Special Act), appropriated for piggery, \$200, and for new farm implements and a team of horses, \$800.

The maintenance appropriations amounted to \$32,500 and the special appropriations to \$1,000, making the total available \$33,500.

The New York State Hospital for the Care of Crippled and Deformed Children is the smallest of the institutions established by the State for the care of its dependent wards. The site is a tract of land, containing 48 acres, in the village of West Haverstraw, upon which stand the original mansion and its group of outbuildings. The State has made provision for one-half of a new hospital, adequate for the care of 200 patients, and work has been begun on its construction. The plans and specifications, which have been approved, constitute the north half of the hospital, which will be two stories high. It will be economical now to provide for the completion of the hospital by an appropriation of \$60,000 for the south half as planned.

As mentioned above, the State owns but 48 acres of land available for buildings, farm and garden purposes. This is not sufficient for a garden large enough to provide vegetables and other produce needed by the children. Adjoining to the north of the State's property are 27 acres of good land which, the managers report, can be purchased for \$20,000. This tract should be added to the hospital grounds and utilized for gardens, pasture and fruit. Its purchase will simplify some of the building location problems, and as the State, by its considerable appropriations, is now committed to the maintenance of a State Hospital for Crippled and Deformed Children on this site, this land should be secured at once.



Many indigent crippled children in the State require special surgical treatment and this is the only hospital devoted to orthopedic surgery maintained by State funds. It has treated successfully many children from different parts of the State since it was established at Tarrytown in 1900, and although the majority have been from New York City, where there are several institutions devoted to similar work, most of the patients accepted could not have been given the same protracted service elsewhere.

There are now nearly 300 children on the waiting list and ultimately a second hospital will be needed and when established, should be located where it can best serve the northern and western sections of the State; thereafter this institution and the orthopedic hospitals of New York City can provide for crippled children in the metropolitan and eastern districts.

The State Board of Charities recommends for the New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw, the following appropriations or so much thereof as may be necessary:

For the completion of the south end of the main hospital building . . . . .	\$60,000
For the purchase of 27 acres of land on the north side and adjoining the State property . . . . .	20,000
For a water tank with pump and connections and artesian well . . . . .	7,500
For extraordinary repairs and equipment . . . . .	5,000
For a central kitchen and dining room . . . . .	35,000
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Making the special appropriations recommended . . . . .	\$127,500
For maintenance, of which \$500 shall be for ordinary repairs . . . . .	35,000
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Making the total appropriations approved . . . . .	\$162,500
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**NEW YORK STATE HOSPITAL FOR THE TREATMENT  
OF INCIPIENT PULMONARY TUBERCULOSIS****Raybrook, Essex County****Established 1900**

This institution has capacity for 280 inmates. The number of patients October 1, 1913, was 315 and 418 were admitted during the year, making the total number under treatment 733. During the year 455 were discharged and 5 died, leaving a population September 30, 1914, of 273, 140 males and 133 females. The average number of inmates was 303 and the average weekly cost of support, including the value of home and farm products consumed, \$8.98; excluding this value, \$8.96.

The receipts during the fiscal year ending September 30, 1914, were: From cash on hand at beginning of the year, exclusive of unexpended special appropriations and unmortgaged general appropriations included the preceding year, \$3,167.79; from special appropriations, \$550; from unexpended appropriations of former years, special, \$14,780.81; from unexpended appropriations of former years, general, \$8,050; from maintenance appropriations, \$147,500; from counties, towns and cities, \$68,137.94; total receipts, \$242,186.54.

The maintenance expenses were: For salaries of officers, wages and labor, \$43,220.01; for provisions, \$58,849.58; for household stores, \$6,938.36; for clothing, \$611.93; for fuel and light, \$11,646.57; for hospital and medical supplies, \$5,063.35; for transportation and traveling expenses, \$2,712; for shop, farm and garden supplies, \$1,235.86; for ordinary repairs, \$3,534.54; for all other maintenance expenses, \$7,431.81; total, \$141,244.01.

The extraordinary expenditures were \$550 for improvements, \$3,093.73 for extraordinary repairs, \$68,137.94 for remittance to State Treasurer, and \$2,918.28 for all other extraordinary expenses, making the aggregate expenditures \$215,943.96, and leaving September 30, 1914, a cash balance of \$26,242.58, of which \$8,768.80 represents unexpended special appropriations and \$13,050 unmortgaged general appropriations. The assets September 30, 1914, were the balance in cash and \$55,952.46 due from counties, towns and cities.

Of the expenditures for maintenance, 30.6 per cent. was for salaries, wages and labor; 41.7 per cent. for provisions, 4.9 per cent. for household stores, .4 of 1 per cent. for clothing, 8.2 per cent. for fuel and light, 3.6 per cent. for hospital and medical supplies, 1.9 per cent. for transportation and traveling expenses, .9 of 1 per cent. for shop, farm and garden supplies, 2.5 per cent. for ordinary repairs, and 5.3 per cent. for all other maintenance expenses.

Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$48,000; for provisions, \$53,000; for fuel and light, \$16,000; for clothing, \$1,000; for medical supplies, \$6,200; for furniture and furnishings, \$5,200; for farm and garden, \$4,000; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses for the maintenance of the institution, \$17,300.

Chapter 531, Laws of 1914 (Special Act), appropriated for enlarging toilet sections in male and female wards and tiling floor, \$500.

Chapter 521, Laws of 1914 (Special Act), reappropriated an unexpended balance of \$2,688.25 for completing necessary medical, surgical and dental equipment.

The maintenance appropriations amounted to \$150,700; the special appropriations to \$500; and the reappropriations to \$2,688.25, making the total available, \$153,888.25.

The people of the State are gradually increasing the number of public hospitals especially devoted to the treatment of tuberculosis. Some of the counties have established local sanatoria and others have either selected locations and made appropriations for the erection of buildings, or have, by referendum vote, decided affirmatively for their establishment. The county hospitals are usually small with no facilities for classifying patients by sex, age and progress of the disease, which is essential to the best work. Generally the patients in the county hospitals are in the advanced stages of the disease as those in the incipient condition are usually unwilling to go where they must be in contact with patients beyond the possibility of cure.

The State hospital at Raybrook cannot accept patients beyond

its maximum capacity and although intended only for incipient cases, finds it impossible to admit all applicants. The waiting "approved" list contains approximately 200 names of persons in the early stage, but before they can be accepted, the disease will have made such progress that many must be rejected when their names are reached.

It is apparent that one State hospital for incipient cases does not meet public needs, yet it is well known that the most successful treatment of tuberculosis is at the beginning of the disease before the resisting power of the patient is weakened. In more advanced stages recovery is unlikely except under the most favorable conditions. The patients admitted to county or local hospitals come usually in an advanced stage so that these institutions are principally devoted to the incurable. Patients for whom there is hope, and who need special treatment to recover from the disease, should have an opportunity to enter State institutions similar in character to the hospital at Raybrook.

The State Board of Charities is of the opinion that State hospitals for the treatment of incipient cases should be established in each judicial district if possible or at least in a sufficient number of districts to accommodate patients who are remote from Raybrook. An arrangement might be made to distribute the expense of ordinary maintenance of these district hospitals among the several counties from which patients are admitted. Except for the cost of buildings and of annual general management, the State would thus be relieved of further expense.

The State of New York has for several years waged an earnest educational campaign to safeguard public health, but no effort of this character can be successful until ample provision is made by the State for the control of the sources of contagion. Among these, and one of the most dangerous, are patients suffering from an advanced stage of this special disease. Every such person who is not properly cared for is likely to communicate the disease to others, either in his home or shop. Even from the standpoint of economy alone, the State can well afford to provide for the prevention of the further spread of tuberculosis. Every neglected patient in the incipient stage represents a probable loss to the State of productive power. In comparison with this loss, the cost

of treatment to restore the patient's health is small. Furthermore, humanity demands that adequate care be given to the sick and that others be freed from the danger of infection. In one of the smaller counties of the State, a recent survey located 305 persons suffering from the disease, and of these 145 had not been reported as required by law. Only one case had been admitted at Raybrook, while 121 were in the advanced stage most dangerous to others. In the year 131 persons had died in the county from tuberculosis, and their average age being only 26½ years indicates the serious economical loss from the disease in one small county.

In the original plan of the hospital at Raybrook the fourth floor of the building was intended to be used as a solarium and assembly hall, but subsequently was divided into rooms for patients and employees. Assemblies for religious and other purposes are now held in a large room on the first floor, which is inadequate for the purpose. It would be unsafe to arrange the fourth floor as contemplated in the original plan, and therefore a building especially designed for all general assemblies should be erected.

The grounds about the hospital need further grading and top soiling, and should be laid out in lawns and walks to preserve the natural beauty. After a layout has been prepared by a competent landscape gardener, the work can be done by laborers under the supervision of the superintendent or other members of the staff.

This hospital is located over four miles from Lake Placid, the nearest village, and must depend upon its own resources for protection against fire. On several occasions in recent years forest fires have advanced to within a short distance of the hospital building, and there is always danger that similar fires may break out in the future. For this reason it is necessary to provide sufficient means for fighting fire, both within the buildings and on the grounds. The hospital now depends upon a gravity system having insufficient pressure. An appropriation is needed for the installation of a pressure gravity system, which is considered better than the pump system because it is always ready for operation. The reservoir now in use has a capacity of one million gallons. An eight-inch pipe line can be laid to a special storage pond in the mountain which will give all the pressure required and at a reasonable cost.

A general storehouse is needed by the institution. There is no adequate facility for receiving and storing the large quantities of supplies, and in consequence there is liability to waste.

The State Board of Charities recommends for the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, at Raybrook, the following appropriations, or so much thereof as may be necessary:

For the development of a pressure gravity water system for fire protection.....	\$20,000 00
For a general assembly hall.....	20,000 00
For a storehouse.....	10,000 00
For grading, top soiling, making lawns, walks, steps and similar purposes.....	5,000 00
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Making the special appropriations recommended.	\$55,000 00
For maintenance, of which \$3,000 shall be for ordinary repairs .....	150,000 00
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Making the total appropriations approved...	<u>\$205,000 00</u>

### THE DEAF

The following table gives the statistics of the schools for the deaf which are in receipt of public moneys:

INSTITUTIONS	Boys	Girls	Total
New York Institution for the Instruction of the Deaf and Dumb, 163d Street, New York .....	274	172	446
Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo.....	88	70	158
Institution for the Improved Instruction of Deaf-Mutes, Lexington Avenue, New York.....	124	116	240
St. Joseph's Institute for the Improved Instruction of Deaf-Mutes:			
Brooklyn Branch .....		96	96
Westchester Branch, Girls' Department.....		153	153
Westchester Branch, Boys' Department .....	270		270
Central New York Institution for Deaf-Mutes, Rome	59	35	94
Western New York Institution for Deaf-Mutes, Rochester .....	85	80	165
Northern New York Institution for Deaf-Mutes, Malone .....	53	46	99
Albany Home School for the Oral Instruction of the Deaf, Albany.....	26	21	47
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Total.....	979	789	1,768
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During the school year there were 1,985 pupils enrolled in these schools. October 1, 1902, the schools had 1,574 pupils; October 1,

1903, 1,583; October 1, 1904, 1,623; October 1, 1905, 1,664; October 1, 1906, 1,649; October 1, 1907, 1,676; October 1, 1908, 1,727; October 1, 1909, 1,758; October 1, 1910, 1,821; October 1, 1911, 1,791; October 1, 1912, 1,760; October 1, 1913, 1,773; and October 1, 1914, 1,768.

In last year's report a brief summary of the development of the schools for the deaf since 1890 was presented and, as now expanded to include 1914, will serve to show their constant growth. In 1890 there were seventy-seven of these institutions in the United States, employing 641 teachers, and they had 8,901 pupils. In 1914 there were 154 schools in the United States, with 14,334 pupils, for whose instruction 1,855 teachers were employed. Compared with the year 1913, this shows increase of ten schools and fifty-five teachers. It will be seen that the number of schools doubled since 1890 and that nearly three times as many teachers were employed, while the number of pupils in attendance increased 5,433.

The schools are divided into eighty-six residential schools and sixty-eight day schools. Of the latter class this State has three, all located in New York City, with 320 pupils in attendance and forty teachers, five of whom give instruction in vocational work. The residential schools in the United States had last year 12,375 pupils, as compared with 1,959 pupils attending day schools. The day schools had 261 teachers while the residential institutions had 1,594, including the superintendents and the instructors in vocations and industries, these instructors numbering 422.

It is interesting to note that of the large number of teachers and instructors employed by the schools, 284 are deaf, of whom twenty-one are employed in the schools of New York State.

On November 10, 1914, there were 13,299 pupils in attendance in the 154 schools, of whom 7,251 were boys and 6,048 girls. Of the total enrollment, 10,284 were being taught speech, 9,215 of this number being instructed chiefly by "speech methods." Of the 1,855 teachers, 471 were men and 1,384 women, and 1,103 used speech in conducting the regular school studies or giving special work in articulation.

From these statistics it is apparent that the teachers of the deaf in the State of New York and also throughout the United States are earnestly endeavoring to secure to the deaf pupils such facility

in speech as should make the pupils competent to use it as the ordinary vehicle of communication after they have finished school work. Some of the pupils learn to talk fluently, but many are unable to use speech to advantage after the constant supervision of the school has ceased, and thereafter depend almost entirely upon finger spelling, writing and signs.

Language is the means whereby knowledge is fixed into forms which can be analyzed, compared, rearranged and made practical vehicles for its transmission. Hence when the three senses are compared although touch and sight are fundamental agencies for the mental development of the child, hearing has a greater value as the receptive avenue of language. While it is true that both touch and sight enable the child to perceive and comprehend objects, language is necessary for definition, measurement, comparison, classification, future analysis and for all abstract ideas which relate to objects or sensations. The hearing child receives through the ear immediately the benefit of experiences which have in others been embodied in language and ripened into knowledge, while the deaf child can acquire this knowledge only indirectly through the other senses and then only after prolonged training to establish intelligent comprehension. Language makes mental development possible, and is especially essential to social life.

The defective child who can neither hear nor speak is an isolated individual to whom at first ordinary social experiences are impossible. His intelligence, feeling, and will are usually dormant, for the general medium of communication — language — is lacking, and ordinary phenomena are neither understood nor related to experience. He has memory and recalls experiences but with a degree of uncertainty and incoherence which disturbs their proportions and distorts their values. His natural guides to proper correlation are handicapped by the absence of memorized and understood terms which the hearing child unconsciously makes his own, and until words and language are acquired the deaf child stands before the portal of knowledge but cannot enter without assistance.

This condition exists whether the deafness is congenital or acquired very early in life, for in either case the young child is deprived of the benefits which follow hearing the conversation



of parents and companions, thus gaining a comprehension of ordinary language, which is the natural and most potent factor in mental stimulation and consequent intellectual growth. In other words, the deaf child's cerebrum as a distinct physical organism, may not be affected by impairment of the organs of hearing, yet if the loss of hearing is total it cuts off the most readily used avenue to the mind. The deaf child of five cannot express the simplest desire except through pantomime or natural gesture; he does not call his parents "father" and "mother" for he has never heard these words; he does not articulate and only under the excitement of involuntary laughter or cries does he produce sound; his instincts of curiosity and of imitation have remained partly undeveloped through lack of stimulation.

In school, therefore, the teacher finds that the deaf child of five years of age usually has a fairly normal body and brain but only the limited intelligence of a two year old. It becomes her great task to open this child's eyes to a world of possibilities from which he has been excluded, and to fill his soul with aspirations and high ideals. Furthermore, as the aural avenue to the mind has been destroyed or weakened beyond usefulness, and can never be replaced, she finds that the substitution of other means for the acquisition of knowledge presents many difficulties and that even in the child who becomes deaf after beginning to talk, the speech habit and comprehension of language are not firmly established or readily maintained. Yet the pupils in the schools for the deaf of this State show conclusively that the many difficulties encountered are not insurmountable and that they receive an education which fits them for self-support and community life.

The foregoing statement indicates why the deaf child can make little educational progress either in his home or the ordinary school environment. It explains why he should be placed under special instruction at the age of four or five and the necessity for his constant attendance in school until arrival at his eighteenth year or even longer. The compulsory educational term for the hearing child is an insufficient period of training for the deaf child, who during his school work struggles with such a serious handicap.

There is no compulsory attendance statute which applies to deaf children. From three hundred and twenty-five to three hun-



dred and fifty dollars of public moneys are expended annually for each pupil who receives free education in the ten corporate schools of this State, and the best returns possible should be demanded. The returns depend largely upon early entrance at school, regular attendance, and the continuance of studies long past the sixteenth year, for at this point in the pupil's training, progress in speech, lip reading and language may be expected to become rapid. Therefore, not only for the welfare of the deaf pupil but for the protection and highest interest of the public, the school attendance law should be amended in this respect and compel parents to place their deaf children in school and allow them to remain for the full period covered by the Education Law.

The appointment of pupils to the schools for the deaf is at present made by both county and State officials but should be solely a function of State officers and the expense of the maintenance of all these children be borne by the State. If this is done, the delays in county appointments and tuition payments due to misunderstandings between counties or to the penuriousness and false economy of supervisors or other officials will cease and the institutions do better work because less harassed about finances. It is to the credit of the superintendents and boards of trustees of the schools for the deaf that the children are seldom permitted to suffer from the delays of county officials and that in many instances they are maintained without compensation after admission in order that they may have the advantages of early training. The schools, however, are justified in demanding a broader conception of public responsibility by local officials and a more willing performance of their duty to deaf children. If the State will pay for the younger children as it does for those over twelve years of age there should be a large increase in attendance, for then the supervisors in the several counties can act without fear of the effect upon town finances.

*The Educational Policy of the State as it Affects the Deaf.*

The educational policy of the State of New York as established by the constitution and embodied in the laws, embraces all children and intends there shall be an opportunity for every mentally normal child to attend school without regard to the finan-

cial ability of parents. The State is proud of its school system and of the fact that no normal child need be deprived of an opportunity to prepare by education for useful citizenship, and that annually over 2,000,000 pupils are enrolled in the schools which are maintained at a yearly expense to the public of over \$90,000,000.

But the State has gone further than the establishment and maintenance of a free school system; in order that the youthful members of the commonwealth may not fail to receive educational training, it has enacted laws for their compulsory attendance at school and has even provided for the punishment of such parents or guardians as prevent the attendance of mentally normal children who are physically capable. In a number of the cities parental schools are established for the care and maintenance of truants who evade school attendance, or, by reason of minor delinquencies, need the special discipline of the truant school. In these institutions such children are maintained apart from their families, being boarded and trained without expense to their parents.

The State also provides opportunities for advanced education by scholarships and special assistance for such students as may be selected for college training. It has established State residential schools for certain classes of children who require in their education and training extraordinary equipment and special material. Thus it has established a school for Indian children, schools for the blind, and it maintains schools for the deaf. The State plan is comprehensive and intended to bring under the influence of its educational system every child of normal mentality competent to receive instruction which will be useful in its future support. It has recognized the fact that public policy and the good of the commonwealth require educated citizens, and in the State of New York, except for good legal cause, children cannot be deprived of the privileges of the free school.

Few homes can well supply the place of the school in the life of the deaf child at the critical period when the mind is impressionable and character readily formed. In the school the child finds a miniature world where his developing social ideals are tested in his contact with others of his own age, and usually it is there the problems which develop character are met and he

prepares for participation in the larger problems of the commonwealth when school days are ended.

Because it is related to efficient citizenship education cannot be permitted to depend upon the affection or financial ability of parents. The interest of the child in the social order of the community must be awakened and he be given an understanding of the meaning of citizenship, and the relation of the individual to community life. He must be taught that he is a social unit, and is vested with privileges which are balanced by responsibilities and that if the State through its governmental agencies performs valuable services for him, in turn he must serve the State efficiently. Even against parental protest the laws require that the child must have educational training for at least a period sufficiently protracted to give the mentally normal child a minimum of useful knowledge and a degree of intelligence as a preparation for independent life.

Bearing in mind the comprehensive educational policy of the State, it is not reasonable to think that the Legislature intended to exclude from the benefits of education any of the deaf children who are capable of being successfully trained for usefulness in later life. To make the attendance of the deaf depend upon the financial ability of parents would certainly prevent the great majority obtaining the benefits which education confers and would be contrary to the general policy as above defined.

That this conclusion is true is evidenced in the provisions of the Education Law which relate to deaf children who have reached the age of twelve years. In their appointment to residential schools the only limitation besides age imposed by the statute upon the Commissioner of Education is the residence "in this State for one year immediately preceding the application," either of the child, "his parent or parents, or if an orphan" \* \* \* "his nearest friend." The appointment of a State pupil provides for board, lodging and tuition and "if the parents or guardians are unable to furnish them with suitable clothing" section 975 of the Education Law requires the supervisors of the county from which the pupil was appointed "to raise in each year for each pupil from said county the sum of \$30." Thus it is apparent that in the maintenance of a deaf "State pupil" in

a residential school the only element affected by the financial ability of the parents is clothing, everything else being furnished free at the expense of the State itself.

This principle—the child's need of education—and the evident intention that the public shall provide adequately for his need must therefore be regarded as the determining factors in the construction of sections 977 and 978 of the Education Law wherein provision is made for the education of deaf-mute children under the age of twelve years. Although section 977 specifically relates to the "indigent" deaf-mute child under the age of twelve years who is "a public charge on any of the towns or counties of the State," or is "liable to become such a charge" and makes it the duty of the overseer of the poor of the town, or of "the board of supervisors of the county" to place such child in one of the certified residential schools, section 978 goes further and without regard to financial ability of the parents "upon the application of any parents, guardians or friends of a deaf-mute child within this State over the age of five years and under the age of twelve years" gives authority to "the overseer of the poor or supervisor of the town where such child may be" to "place such a child in one of the institutions authorized by the laws of eighteen hundred and ninety-two, chapter thirty-six, to receive such pupils." The section quoted makes it mandatory that such overseer of the poor, or supervisor of the town, "shall place such child in one of the institutions" named in said section "or in any other institution in the State for the education of deaf-mutes," certified by the State Board of Charities to the Commissioner of Education of the State "as duly organized" and "prepared for the reception and instruction of such pupils."

Other than the provision in section fourteen of article eight of the Constitution of the State which controls the "payments by counties, cities, towns and villages to charitable, eleemosynary, correctional and reformatory institutions, wholly or partly under private control, for care, support and maintenance" by the requirement that inmates paid for by public funds must be "received and retained therein pursuant to rules established by the State Board of Charities" which "rules shall be subject to the control of the Legislature by general laws," there is only one

limitation to the duty imposed by the special section quoted and that relates to the age of the deaf-mute child — he shall only be committed to a residential school by an overseer of the poor or a supervisor if he is “over the age of five years and under the age of twelve years.” The financial ability of the parents is not mentioned nor does it in any way affect the duty of the officials who are made responsible for the welfare of the child. It is true that in the title given to section 978 “Deaf-mute children improperly cared for” there seems to be implied another limitation which might be deemed to confer discretionary power upon the official to whom application is made to place a deaf-mute child in one of the educational institutions named in the law, but, at most, such discretion can be exercised only in deciding whether the child has proper care and will continue to have it if not placed in school. The discretion can have no direct relation to the financial ability of the child’s parents or guardians and as indigence is not referred to in any part of section 978, it may be held that the title does not control the text and therefore should be ignored in the construction given to its provisions.

This interpretation is sustained by the fact that in chapter 325, Laws of 1863, and the several statutes amendatory thereto prior to and including chapter 36 of the Laws of 1892, the application for the placing of a deaf-mute child in one of the institutions specified was required to show “by satisfactory evidence, or other proof that the health, morals or comfort of such child may be endangered or not properly cared for.” The Legislature subsequently eliminated this special requirement of “satisfactory evidence or other proof that the health, morals or comfort of such child may be endangered or not properly cared for” and although the title of the section remains in chapter 16 of the Consolidated Laws, there can be no question the legislative repeal of the words quoted, which eliminated all reference to proof of danger to the “health, morals or comfort” of the child, leaves the title shorn of real application to the mandatory text of the section it heads.

Even had the necessity of proof been left in the statute, the determination of “proper care” is a matter of judgment which should be based upon experience and actual knowledge of the needs of a deaf child. Any environment which prevents the proper physical, mental or moral development must be classed

as improper and if continued in such an environment when it is possible to place him in one more suitable to his needs, the deaf child may be said to have "improper care."

The essential factor of the definition is the prevention of the proper development of the child and special emphasis should be laid upon mental and moral growth, for in general deaf children receive sufficient food, clothing, shelter and attention to health in their homes, even when education is neglected. Frequently parental affection results in "improper care" and the desire to shield the deaf child from the dangers incident to his condition prevents the acquisition of intelligence, and in the same way with a similar disastrous result a misdirected family pride may seek to hide the deaf child from observation.

Even if the words "improper care" are construed to affect the power of an official to place in school a deaf child under the age of twelve years, they are not now, nor have they ever been necessarily and solely associated with "indigence" or with the mere financial ability of parents or guardians. The term concerned only the "health, morals and comfort" under the older statutes and these may be endangered in the homes of both the wealthy and the poor, and therefore supervisors or poor law officials cannot upon the ground that "the parents have property and should pay for the education of their children," legally refuse to place upon application under section 978, children of proper age in one of the institutions for the instruction of deaf-mutes. It is immediately apparent that if they have property they must, under the laws of the State, pay taxes for the support of the public schools as all other property owners do, yet their deaf-mute children are usually excluded from the common schools, as incapable of education therein, or if admitted, cannot, owing to their defect, be successfully educated in the ordinary classes. The only way open is for the parents to pay the special schools for educating the child — a way which imposes a double burden of taxation upon property owning parents, thus to their disadvantage discriminating between them and other citizens in contravention of the Constitution which guarantees equal rights to all.

It is proper here to state that the general rules of the State Board of Charities authorized by section fourteen of article eight of the Constitution are not intended to interfere with the orderly

placement of deaf-mute children in the special institutions established for their education, nor to prevent the prompt payment of such institutions for services actually authorized under the provisions of section 979 of the Education Law, and if the general laws of the State provide for a continuing appointment of deaf-mute children between the ages of five and twelve years, as they do for the pupils over twelve appointed to the same institutions by the State Commissioner of Education, there can be no question that amounts authorized by said section 979 should be regularly and promptly paid by the local boards of supervisors.

This statement of the relation of the educational policy of the State to the deaf is presented at this time because supervisors in several counties have refused to place deaf children of ages between five and twelve years in the residential schools and have been unwilling to audit and pay the bills for maintenance and tuition even after the children have been placed in such schools by the supervisors of their respective towns. Many deaf-mute children have been deprived of the education and training the State intends they shall receive and their whole future has been endangered by the refusal of these supervisors to obey the law. The institutions are crippled financially when their bills are not paid and their work suffers because the money needed to continue and strengthen the school staff is withheld.

### *Progress*

The curriculum in a school for the deaf has much in common with that of the ordinary school, the aim being to parallel as far as is expedient the work prescribed for the latter. To this end, some of the institutions use in their examinations the test questions prepared by the State Education Department which cover the subjects in the public schools from the fifth grade through the high school; and the final papers in geography, arithmetic, English, spelling, writing and United States history, and in all high school studies are subject to grading by the Education Department. The attention of these special schools is focused, however, on the peculiar needs of the deaf. Hence it is that language, speech and lip-reading are given a large place in the schedule of studies during the first years and continue throughout



the course although language becomes designated later as composition, grammar, English, etc.

Of particular interest are certain phases of the speech work in which an effort is being put forth to secure to the deaf more natural voices and easier speech. Some highly successful work has been accomplished by the schools whereby accuracy and flexibility of articulation, fair breath control and speech phrasing have been secured, but the voices although well placed, resonant and modulated in some instances, have too frequently been monotonous and harsh or weak and constricted. It is often found that although they take correct "positions" for sound, the speech of certain pupils is difficult to understand and disagreeable, a condition attributable to poor vocalization and lack of appreciation of rhythm which in speech becomes accent and phrasing. Many oral teachers are of the opinion that the poor speech more often found in the case of a congenitally deaf child than in a "semi-mute" is due in great part to the methods pursued rather than to inability on the part of the individual.

Several of these institutions have raised their standard in voice training and recognize the fact that the greatest possibility of satisfactory speech rests with the younger children. Experience extending over years has made it evident that the best results can be obtained only by constant and skillful attention to voice production in the entrance classes and by persistent drill in modulation and tonal development through all the school years.

Necessity and pleasure are the two most potent factors in habit formation, and in one class of children in school about twelve months, the formation of the speech and lip-reading habits has been consummated through adherence to these two factors. Practically no written work was done during the first year, the visual-muscular rather than the written form being impressed on the pupils' memories and as they were given only one means of communication, of necessity they always used it. Furthermore, the work as presented to the children has been a source of delight to them and they have learned to undertake new things with perfect confidence. Because the attention is constantly focused on the mouths and lips of teacher and companions rather than upon charts and written forms, the pupils become unusually observing



and alert as regards the position and manipulation of the vocal organs and the new positions suggested by the teacher are more readily imitated. Hence, although the initial drills are not directed to the elementary articulation work per se, the later results in this phase of speech development, both from the standpoint of accuracy and rate of progress, appear more satisfactory than under the usual articulation methods. The "babbling" and resonance exercises apparently give the children pleasure and they are often heard early in the year humming in one tone while busy with some Montessori material.

The exercises in walking and dancing given with the use of the piano convey to the pupils the pleasant physical sensation of rhythm and accent, and in time, the idea of voice control as regards syllabic accent and word grouping. Further, through feeling the difference in vibrations of the low, medium and high tones from the piano and also from other suggestions, the pupils reach the point where they can voluntarily give more than one tone, and having once recognized the differences in muscular feeling due to modulation, progress in tone inflection becomes rapid in all speech work. The initial instruction in articulation is for continuity rather than accuracy and is not allowed by its difficulties to become a detriment to good tone. Thus, if in giving a new combination, the voice of the pupil is constricted and unnatural, something more familiar is practiced until having gained the muscular sensation of good voice the new combination is again attempted and usually is given properly and with natural tone. It should be stated also that the intellectual development of young children consequent upon these newer adaptations of the oral method is remarkably good.

The standard of work being done by the most capable teachers in these schools calls for pedagogical preparation of a highly technical character and continual study after entering the profession. One institution has arranged for its corps of teachers a course of lectures on voice production by an eminent specialist whose work on Helen Keller's voice indicates the possibility of more natural tone production in the deaf. A similar course is desirable for the other institutions. The schools should be able to fill vacancies with young men and women of intellectual ability and special

preparation for this work of teaching the deaf whereas under present conditions they are often forced to accept young people of high school education plus one year's special training, or else to take in college graduates who subsequently pursue a preparatory course while teaching. The supply of well qualified teachers is limited and therefore this State should have a well established preparatory school for prospective teachers of the deaf, connected either with one of the institutions or with a college. The Dean of the Teachers' College of Columbia University is ready to consider the establishment of such a course but the matter has not been fully worked out.

The following table shows that these schools are providing their pupils with some "practical" preparation for future vocations. Besides domestic training, certain trades and handicrafts are taught and although the pupils do not always follow those for which they have received special training, they adapt themselves more intelligently and readily to their duties than untrained workers. The courses named in the table are correlated to a certain extent with the literary classes and both are employed to give a practical education preparatory to self-support.

LIST OF INDUSTRIES AND RELATED TRAINING COURSES IN THE NEW YORK RESIDENTIAL SCHOOLS FOR THE DEAF

	New York Institution for Deaf and Dumb, 163d street, New York City	Le Cousteulx St. Mary's Institution, Buffalo	Institution for Improved Instruction, Lexington avenue, New York City	ST. JOSEPH'S INSTITUTE FOR IMPROVED INSTRUCTION OF DEAF-MUTES			Central New York Institution, Rome	Western New York Institution, Rochester	Northern New York Institution, Malone	Home School for Oral Instruction, Albany	Number of schools giving instruction
				GIRLS		Boys, Westchester					
				Westchester	Brooklyn						
Art, drawing, clay modeling.....	1	1	1	1	1	1	1	1	1	1	8
Basketry.....	1	1	1	1	1	1	1	1	1	1	2
Baking.....	1	1	1	1	1	1	1	1	1	1	2
Barbering.....	1	1	1	1	1	1	1	1	1	1	2
Cabinet making.....	1	1	1	1	1	1	1	1	1	1	4
Carpentering.....	1	1	1	1	1	1	1	1	1	1	6
Chair making.....	1	1	1	1	1	1	1	1	1	1	2
Cooking.....	1	1	1	1	1	1	1	1	1	1	8
Embroidery, fancy work.....	1	1	1	1	1	1	1	1	1	1	8
Gardening.....	1	1	1	1	1	1	1	1	1	1	3
Glazing.....	1	1	1	1	1	1	1	1	1	1	2
Housework.....	1	1	1	1	1	1	1	1	1	1	10
Ironing.....	1	1	1	1	1	1	1	1	1	1	3
Millinery.....	1	1	1	1	1	1	1	1	1	1	2
Painting.....	1	1	1	1	1	1	1	1	1	1	4
Printing.....	1	1	1	1	1	1	1	1	1	1	6
Rug weaving.....	1	1	1	1	1	1	1	1	1	1	2
Sewing, dressmaking.....	1	1	1	1	1	1	1	1	1	1	8
Shoemaking.....	1	1	1	1	1	1	1	1	1	1	1
Sign painting.....	1	1	1	1	1	1	1	1	1	1	1
Sloyd.....	1	1	1	1	1	1	1	1	1	1	5
Tailoring.....	1	1	1	1	1	1	1	1	1	1	4
Typewriting.....	1	1	1	1	1	1	1	1	1	1	3
Wood carving.....	1	1	1	1	1	1	1	1	1	1	5
Special training courses.....	16	10	14	11	6	6	13	13	10	2	.....

Note. 1 indicates that instruction is given in the course.

**DEPARTMENT OF STATE, ALIEN AND INDIAN POOR**

The supervision of the State poor and of alien and Indian dependents, together with the performance of the duties required by law or prescribed by the State Board of Charities for their care and final settlement, is intrusted to the Board's Department of State and Alien Poor. The superintendent in charge of this department directs and supervises the visitation and inspection of all public charitable institutions, including the State charitable and reformatory institutions, almshouses, city and county hospitals; the visitation of foster homes in which children are placed out; and the removal of State, alien and non-resident poor. Copies of all inspection reports are transmitted, through the secretary, to the commissioners and committees of the board for examination prior to their presentation to the Board for its consideration and such further action as it may deem necessary. Records are kept of all cases coming before the department, and the superintendent examines and certifies to the correctness of the accounts which pertain to the maintenance or removal of State, alien and Indian poor before the accounts are presented to the Board. The department maintains registers of epileptics, and of the idiotic and feeble-minded patients in the State charitable institutions, but it is desirable that additional records be maintained of all persons committed to other State charitable and reformatory institutions. It also receives duplicate records of the poor committed to almshouses. This complete registration of commitments is necessary for the investigations relative to dependency which have been begun by the Bureau of Investigation and Analysis established by the Board, and will enable the department to compile statistics showing some at least of the causes and centers of dependency, pauperism and crime.

All State, non-resident or alien poor persons are returned to their places of legal residence in other states or countries when such removal is in the interest of the State. Poor persons in their relation to this department are divided into four groups: State poor, alien poor, non-resident poor, and Indian poor.

The State Board of Charities, through its Department of State and Alien Poor, during the fiscal year ending September 30,

1914, returned 2,253 persons to their homes in other states or countries. Of these persons thus removed at public expense, 193 were "State" poor, 878 were "non-resident" poor, and 1,204 were "alien" poor, 22 of the latter being also "State" poor. The 1,204 alien poor included 981 removed directly by the Board and 223 by the Board through the United States government immigration service. The preceding year the total removals were 2,234, of whom 1,162 were aliens, including 922 removed directly by the Board and 240 by the national authorities on the investigation and initiative of the Department of State and Alien Poor, and the remainder, 1,072, were non-resident or State poor persons properly settled in other states. During the year ending September 30, 1912, the total removals were 2,024, of whom 991 were aliens, including 785 removed directly by the Board and 206 through the government. The remainder, 1,033, were non-resident or State poor persons from other states.

### State Poor

"State poor persons" are those who have not resided sixty days in any county of the State within one year preceding the time of their application for public relief, and are maintained in certain almshouses by contract. Nearly all State poor persons are either aliens or non-residents of the State, and out of a total of 583 such poor persons provided for during the year, 193, of whom 22 were aliens, were removed from the State at public expense. The average expense of these removals was \$19.63.

### Non-Resident Poor

Dependent persons having a legal residence in other states or friends who will support them there, but who are not State poor because they have been in some county of New York for more than sixty days in the year preceding application for relief are given transportation at State expense as "non-resident poor," their relief within the institution being at county expense. Of this class of dependents 878 were removed during the last fiscal year at an average expense of \$9.04.

### **Alien Poor**

Alien poor are those persons of foreign birth dependent upon public charity, who have not become naturalized citizens of the United States. Of these, 1,204 were removed to their homes in other countries by the Department of State and Alien Poor. Of this number 223 were removed by the United States Immigration Service without expense to the State, but after the Department had fully investigated each case. In the case of aliens illegally entering the United States, or dependent within three years of landing from causes existing prior to their arrival, the national authorities remove them without expense to the State of New York, other than maintenance during the time required for investigation. The United States Department of Labor, through its Immigration Service, thus coöperates with the Department of State and Alien Poor of the Board in the removal of some deportable aliens found in public charitable institutions within the State. The expense for alien removals averaged \$29.35 per capita. Excluding those removed by the government the cost per capita was \$36.03. Considering that this expenditure is made only in cases of aliens likely to be permanently dependent from recognized incapacitating diseases or disabilities, the saving to the State is apparent, for it costs more than the average expense of removal to support a person in a hospital for one month.

### **Immigration**

In September, 1913, 136,347 aliens arrived at the Port of New York, but in September, 1914, only 29,143 were landed because the outbreak of the European war in the closing days of July, 1914, suddenly checked the tide of immigration which had been flowing strongly during recent years to the United States from Europe. Comparatively few immigrants have landed since then. All the German and Austrian ports are blockaded and natives of those countries are unable to come to the United States. Where conscription is the rule the young, able-bodied men have been called to the colors of their respective countries. In the British Islands thousands of efficient, able-bodied workmen have volunteered for service on the continent, and millions of men are now arrayed in battle lines against each other.

Among the immigrants who formerly landed at the Port of New York were many who immediately after arrival found their way to public institutions, asking for permanent maintenance, being either physically or mentally unable to care for themselves. Many insane persons, criminals and idiots were enabled to land because the staff of medical examiners at Ellis Island was insufficient to investigate critically the condition of all aliens arriving at the Port of New York. It is physically impossible for the small number of physicians on duty at Ellis Island to detect all persons belonging to the excludable classes when thousands must be examined in a single day. The examiners endeavor to detect undesirable aliens but have neither the time nor the strength to make the careful individual examination which is necessary for detection of insanity, epilepsy and feeble-mindedness. These may require considerable time, but the daily pressure of new arrivals makes it impossible for the physicians to give special attention to any but such persons as have pronounced and noticeable indications of defect or inferiority. This Board has repeatedly advised that the number of physicians on duty at Ellis Island should be increased until the staff shall be large enough to make a complete examination of each immigrant. It has also recommended that the physical standard for admission, except in the cases of children and those who are not dependent upon trade or unskilled labor for support, should be equal to that ordinarily required for self-support at hard, physical, competitive labor.

The financial burden that the lax inspection of immigrants has imposed upon public institutions and private charity has been seriously felt for many years by the State of New York. The Immigration Bill now pending in Congress has added to the classes of excludable aliens, but if the departmental appropriations are not increased Ellis Island will be unable to do more in the future for the enforcement of the law than it has done in the past. Congress levies a head tax upon all immigrants entering the United States but does not use the funds thus obtained for the enforcement of the Immigration Law. If the head money collected at Ellis Island could be applied directly to the immigration service at that station the increased facilities and larger staff would greatly promote the enforcement of the law and directly benefit the State

through the increased number of exclusions and deportations. If the head tax could be thus used and the local authorities of the immigration service determine ordinary removal cases without their reference to Washington for final decision, if the burden of proof of the unfitness of the aliens, and if maintenance during the period of investigation were assumed by the United States, it would greatly improve conditions and be a decided financial benefit to the State of New York.

Early in July, 1914, a conference was held by representatives of the city of New York, the State Labor Department, the Commissioner of Immigration on Ellis Island and the State Board of Charities to consider the immigration problem in its relation to the State and city. The Board's Superintendent of State and Alien Poor, as chairman of a committee, prepared a statement upon "dependent aliens," which covers present conditions and makes a number of recommendations which were adopted by the conference. The statement is as follows:

#### **The Enforcement of the Immigration Laws**

The following classes of aliens are deportable under existing laws by the United States within three years of the date of their landing:

1. Aliens who become dependent from causes existing prior to their arrival in the United States.
2. Members of the excluded classes, as defined in the Immigration Law.

The following class is deportable by the United States within one year after their arrival:

Aliens, whose dependence being due to causes arising subsequent to landing, make request for repatriation.

Alien criminals and prostitutes may be deported at any time after arrival when apprehended. There is no time limit for deportation for this class.

The Federal Immigration Law confers upon the Secretary of Labor authority to make rules and regulations for the enforcement of the provisions of the law, and these, until changed or abrogated, are the effective interpretations which control the relations of the Bureau of Immigration to the State and city.



1. Until January 1, 1914, these rules provided for partial reimbursement to institutions which maintained aliens ordered deported by Federal authority. This partial reimbursement covered only the period between the issuance of a warrant of arrest and the actual date of deportation, a comparatively small part of the whole, during which the alien was a public charge. The rule upon this point was formerly more liberal, as it then provided that reimbursement would be paid for all the time the alien was under public care, after the Federal authorities were notified that the alien was a public charge, such reimbursement, however, being payable only in case the alien was deported.

2. The rules and regulations now put, and always have put, the burden of investigation and proof upon the State or local authorities, whether deportation is made or refused. This relieves the Bureau of Immigration of the difficult task of showing affirmatively that the alien is legally deportable. Thus the State and the city are placed at a great disadvantage, and in many cases are put to expense because the administrative rule does not put the burden of proof where it belongs — on the alien and the United States.

3. The rules and regulations provide for an evasion of the Immigration Law which expressly prohibits the entrance of certain undesirable persons into the United States. This evasion is accomplished by the making of bonds under the terms of which limited indemnity may be exacted from persons giving bonds, should the excludable aliens become public charges after entrance is accomplished. Such bonds are seldom enforced, are usually worthless, and even if enforced leave the excludable alien a burden on the commonwealth or a social menace which, in the case of the mentally defective classes, cannot be estimated in terms of money.

4. The rules in regard to medical certificates required as part of the proof which must accompany requests for the deportation of dependent aliens, are unnecessarily exacting and impose upon the time of physicians who frequently have no information relative to their patients other than is supplied by diagnosis and bedside clinics. The certificate should require only a statement of the alien's disability, its cause and probable duration, the question of the disposition to be made of the alien being left to the Bureau of Immigration for its decision when all the facts are presented.

5. The reference of all requests for the deportation of aliens to the Department of Labor at Washington makes for serious delays. In all cases where the facts clearly show that aliens are proper cases for deportation, the Commissioner of Immigration at Ellis Island should be empowered to act without referring the applications for removal to Washington.

6. Aliens who are properly deportable by the United States for causes existing prior to landing should not be considered by the rulings of the Bureau of Immigration beyond its jurisdiction, if after they become public charges and their deportation has been requested the period of three years after arrival in the United States expires. Administrative delay in the final adjudication of such cases should not be construed to give additional rights to such aliens, nor change their status under the law.

7. The detention of aliens in hospitals and other charitable institutions, after warrants of arrest have been issued, is frequently difficult and as such institutions are seldom prepared to enforce detention, the administrative rules and regulations of the Bureau of Immigration should make provision for the removal of such aliens to a place where they may be safely held pending deportation. This would prevent frequent escapes which now occur and which make unavailing the work done to secure the deportation of aliens who are a social menace.

### *The State and the Exercise of its Powers*

Under authority of the laws of the State, aliens found in the public charitable institutions or the State hospitals may be repatriated at the discretion of the State authorities, provided the welfare of the individual, or the safety of the commonwealth will be subserved by their repatriation.

The following classes are persons who should be returned by the State:

1. Dependent aliens, who, under existing laws, cannot be deported by the Federal authorities, but whose dependence is likely to be permanent, provided that their residence in the United States has been for a comparatively brief length of time and, provided further, that their friends and relatives are not all in the United States.

2. Aliens who, on account of disease or other cause, are likely to be a menace to the health or safety of the public.

Broadly speaking, the State does not limit the time within which the removal of dependent undesirable aliens, by its officers, may be accomplished. In this regard it safeguards more surely the public welfare than does the Federal Government, which has made three years the time in which deportation must be accomplished if under the Immigration Law.

The State leaves repatriation of aliens subject only to the welfare of the commonwealth. Removals may be made in the discretion of the State authorities vested with this function by law, and the exercise of this discretion involves necessarily that due consideration shall be given to the economic, social and humane aspects presented by the individual cases.

The State employs directly two agencies to effect the repatriation of aliens who are not deportable under the terms of the Immigration Law, or the Rules and Regulations of the Department of Labor. The agencies are:

(a) The Department of State and Alien Poor of the State Board of Charities.

(b) The Deportation Bureau of the State Hospital Board.

The latter concerns itself solely with the mentally affected, while the former has the broader field of dependence and delinquency. Both of these agencies of the State receive annual appropriations to cover the cost of, and are vested with ample power to enforce, removals.

In addition to these two direct removal agencies, the State has vested the Bureau of Industry and Immigration of the Department of Labor with responsibilities relative to aliens and given to it the power to investigate their environment and when deemed desirable, to recommend deportation. This power to recommend the repatriation of aliens includes the dependent and criminal classes, whether in prison or other institutions and may be exercised by referring the facts either to the State departments having power to remove such aliens, or to the Federal authorities, if deportable under the provisions of the Immigration Law.

The Superintendent of Prisons and the State Prison Commission have power to request the Bureau of Immigration to deport prisoners who fall within the provisions of the Federal statute, but neither has the authority to deport those aliens who, though criminals, cannot be deported by the United States, either because the three years' period has expired, or the verification of landing cannot be made.

From the foregoing it is apparent —

1. That while the State has ample power to cause the removal of dependent and dangerous aliens, a close coöperation with the Federal authorities is both desirable and necessary to secure the prompt deportation of those persons whose removal should be undertaken by the United States.

2. That the State should not be required or expected to remove any aliens other than those who cannot be removed by the Bureau of Immigration, and that it should not be requested to repatriate aliens unless they are a menace to the health or safety of the public or are likely to become permanent charges and have relatives or friends in their native land.

3. The city of New York being vitally interested should assist the State in all ways which will prevent any increase in the number of undesirable alien dependents, and which will facilitate the removal of such aliens as should be returned to their former homes in foreign countries.

4. That cases referred to the State for consideration, looking toward removal, should be complete, having been fully investigated by local authorities and contain the necessary information to enable the State to act promptly and intelligently.

5. In this matter the limit of efficient work by the State is dependent upon the annual appropriations made to the departments which are charged with the duty of making alien removals when the same are necessary. As the large majority of such removals must be made at the expense of the State treasury, the funds provided for the purpose should be not only ample to cover the ordinary annual needs but also be sufficient for emergencies which cannot be foreseen.

*The City and Alien Dependents*

New York City, as the great port of entry into the United States, receives annually a very large number of aliens who hope to make their homes here and find a means of livelihood. In 1913, 1,163,993 landed at Ellis Island and 573,675 in 1914. While the great majority solve the problem of self-support, many become dependent and require either temporary or permanent care, and for this reason the city must be prepared to give them the assistance needed and otherwise to comply with the laws of the State, relating to public relief. This requires:

1. Immediate relief of all poor persons actually unable to care for themselves. This covers aliens as well as citizens and is the requirement of humanity.

2. Immediate and thorough investigation into the circumstances and antecedents of all persons who seek public relief, or for whose commitment to a public institution request is made. This investigation is necessary to determine whether the city is responsible for the future care involved and to prevent the imposition of financial burdens which properly should be borne elsewhere.

3. Except in cases of accident or emergency, refusal to commit aliens or other non-residents applying for protracted or permanent care, to the public institutions.

4. Prompt certification to the State authorities of all dependent aliens who under the present Federal Immigration Law can be deported by the Department of Labor, that the necessary legal requirements may be complied with and proceedings begun without delay.

5. Immediate information to the State authorities having the power to remove, of the commitment of aliens who are for any reason not deportable by the United States Bureau of Immigration — such information to be as complete as possible and based upon careful investigation made by the city officials — and the papers to be transmitted to the proper State department within forty-eight hours after commitment.

6. All aliens who on account of disease, mental defect or other causes, are likely to be a menace to the health or safety of the pub-

lic, should be safely held pending investigation by Federal and State authorities and until their removal can be effected.

7. Coöperation in the actual removal and the timely preparation of the alien for transfer to the steamship on which he is to be sent to his native land; such cooperation to include whatever may be necessary to effect the removal of aliens who should be repatriated.

8. The committing officials of the city should commit all aliens of the removable classes, applying for public care, to the Island institutions, where there is greater certainty that they will not abscond before State or Federal investigation is completed.

9. The city of New York should have a sufficient force of physicians, examiners, investigators and clerks to make the necessary examinations promptly and thoroughly, together with an accurate system of record and transmission, whereby the city may facilitate the work of its Department of Public Charities, promote efficient service and at the same time protect itself from those who have no right to commitment to the public institutions.

Besides the foregoing, both the State and the city of New York should endeavor to secure through the President and Congress such changes and additions to the Federal Immigration Law and its administrative machinery, as will more effectively prevent the landing in the United States of undesirable aliens and provide for the prompt deportation of those who, within five years after landing, become permanent public charges from causes which indicate either moral, mental or physical unfitness for citizenship. The Senators and Representatives in Congress from the State of New York should be urged also to secure such changes in the administrative rules and regulations of the Department of Labor relative to the deportation of aliens, as will result in the allowance of compensation for the maintenance of aliens finally deported by the United States, during the entire period they are maintained at the expense of the State or its political subdivisions.

The State and city should also urge the Secretary of the Treasury to increase the examining staff of physicians and examiners assigned to duty at Ellis Island, to a number commensurate with the service at that most important landing place for alien immigrants; it being well-known that the present small staff of examining

physicians has neither time nor strength to make such complete examinations of individual immigrants as are necessary to detect the defective and to safeguard the city and State from undesirable and dangerous aliens.

In order that alien paupers, mental defectives and other undesirable persons may be excluded more certainly and the work of necessary repatriation be accomplished more rapidly:

1. The enactment into law is urged, either with or without the literacy test, of the bill now pending in Congress, which will make desirable changes in the present Immigration Law and its administrative machinery.

2. The Secretary of Labor is earnestly requested to revise the rules and regulations approved by him under authority of the Immigration Law, so that institutions and public departments may be reimbursed for the maintenance of aliens deported by the Bureau of Immigration and for the entire period of such maintenance.

3. An increase of the funds provided for the special work on Ellis Island is requested and a reapportionment of the general appropriation for the Department of Labor, to the end that sufficient funds from this general appropriation may be made available for the reimbursement requested and for an increase of the staff of examiners, inspectors and other necessary employees at Ellis Island, and for the enlargement of space and other facilities required for the work of alien examination.

4. The Secretary of the Treasury is urged to treble the staff of Marine Hospital physicians assigned to duty at Ellis Island for the examination of immigrant aliens, such increase in the number of examining physicians being necessary to protect the State and city by preventing the entrance into the United States of pauper, feeble-minded, criminal and other undesirable aliens, who under present conditions are landed in large numbers, the staff of medical examiners at Ellis Island being altogether insufficient for its great task.

Since the State Poor Law went into effect in 1873 and the Alien Poor Law in 1880, the whole number of alien and non-resident removals by the State Board of Charities has been 47,318. The estimated length of residence of permanent dependents in almshouses is fifteen years. Taking this for granted, the expenditure



involved in supporting these 47,318 poor persons would have been, at a minimum of \$2 a week, no less than \$73,816,080. The 2,253 removed this year at a total expense of about \$47,000 would, on the above basis, ultimately have cost the public not less than \$3,514,680. Removal is, therefore, the most economical method of dealing with dependent aliens and non-residents and far better than maintenance. It is also humane because it restores such persons to their homes and the care of friends.

### Department Expenditures

	Year ending Sept. 30, 1914	Year ending Sept. 30, 1913
Maintenance and removals of State poor.....	\$12,303 81	\$4,903 61
Removals of nonresident poor.....	7,940 91	4,660 67
Removals of alien poor.....	35,341 09	18,741 41
Maintenance of Indian poor.....	6,854 55	1,711 07
Office expenses, salaries and traveling expenses of employees .....	38,121 77	34,061 62
<b>Total .....</b>	<b>\$100,562 12</b>	<b>\$64,078 38</b>

On October 1, 1914, certain bills were due but could not be paid until after the next audit, hence will appear as expenditures paid during the first quarter of the year beginning on that date.

The Legislature of 1912 appropriated only \$30,000 for the maintenance and removal of State, alien, non-resident and Indian poor. Forty-five thousand dollars was requested, but the legislative committees stated that the Legislature of 1913 would supply the deficiency and appropriate such sum as might be needed for the fiscal year beginning October 1, 1912. The work cost \$49,082.48 and the Legislature of 1913 was requested to provide for the deficiency. The appropriation needed was not made until the extra session and became available late in December, 1913. At the regular session, an appropriation of \$45,000 was made for the maintenance and removal of State, alien and Indian poor during the fiscal year ending September 30, 1914, and \$64,226.89 was expended, including \$19,909.72 of the deficiency appropriation, covering expenditures prior to October 1, 1913. At the close of the fiscal year a small deficiency for Indian relief remains. Had the removal and repatriation work been prosecuted as its needs demanded during the months of July, August and September of 1914, \$10,000 more would have been required. The drift of the



unemployed and poor of other states to New York is certain to increase in consequence of conditions directly due to the great European war, but as the appropriation for the fiscal year beginning October 1, 1914, is only \$30,000 it is apparent from the foregoing statistics that there may be no funds available for the removal of either aliens or non-residents after the first of July, 1915.

### Indian Poor

Dependent Indians are legal charges upon the State itself and not upon its subdivisions, and therefore, in accordance with the provisions of the Poor Law, the administration of relief to indigent Indians is under the direction of the State Board of Charities. The Poor Law and the rules of the Board in regard to Indian relief require that destitute Indians, if capable of being moved, shall be cared for in the almshouses. Temporary outdoor relief is given only in cases requiring immediate assistance, and when the Indian cannot be moved to the nearest almshouse.

There has been no unusual sickness or epidemic among the Indians during the year and the relief of dependents has not been comparatively a great expense to the State. Their improvidence, however, is such that if carelessly administered the cost would be much greater than it is. There are many Indian children who should be compelled to attend schools and provision should be made for their protection as some Indian homes foster bad habits, encourage immorality and promote disease.

No provision is made by law for the support of Indian children in schools for the deaf or blind in cases where ordinarily the support would be at county expense. An amendment to the law is desirable to provide that such children under 12 years of age shall be maintained from the funds available for the education of State pupils in such schools.

The total number of Indian poor provided for in almshouses or asylums during the fiscal year was 73, as compared with 62 last year, and the total expenditures on account of Indian relief amounted to \$6,854.55.

### Supervision of Foster Homes

From October 1, 1905, to October 1, 1912, the Department of State and Alien Poor had one inspector to visit children placed in family homes. It was possible for one inspector to visit each new placement once and also keep in touch with foster homes previously visited. As the number of children placed out increased annually, it became impossible for her to inspect promptly the new foster homes and therefore a second inspector was appointed October 1, 1912.

During the year 1913-1914, the foster homes in every county in the State have been visited. The inspection is practically an inquiry into the condition of the foster home, the daily life of the child and its future prospects, to determine the exact environment in which the child is placed. If the child has arrived at the age of discretion he is interviewed either in the home or at school. Particular attention is given to his physical condition, clothing, and bedroom and to the amount of manual labor performed, the hours given to sleep and recreation, and the attitude of the family toward him. The tests for mental ability are used frequently and occasionally the history of the child's family is traced, charted and placed on file in the Bureau of Analysis and Investigation. Most of the placed-out children visited during the year were found in good homes where they will receive more than ordinary care and a share of the family affection. Some, however, were in homes where they were practically enslaved and sadly overworked and others were in homes of low moral standard. From both these classes of foster homes the removal of the children was ordered.

In addition to the visitational work of these inspectors, they have interviewed the poor law officials and explained the State Charities Law relative to the placing out of dependent children. As changes follow each election, these officials must be visited each year.

#### Bureau of Analysis and Investigation

The Bureau of Analysis and Investigation has completed its third year of activity. It was established by the Board, July 12, 1911, in compliance with section 9 of the State Charities Law, which directs the State Board of Charities "to investigate the con-

dition of the poor seeking public aid and advise measures for their relief," and also requires the Board "to collect statistical information in respect to the number and condition of the inmates of all institutions subject to its supervision, and of the poor receiving public aid."

The purposes of the Bureau as announced by the Board at its quarterly meeting held October 11, 1911, are as follows:

1. To gather information regarding applicants for admission to the various institutions for defectives, so as to enable (so far as a choice is permitted by law) the preference to be given to those applicants whose home conditions make them the greatest menace to the morals and welfare of the State, of the neighborhood and of the family.

2. To give the institutions information helpful in treating the inmates under their care.

3. To inform and aid the local officers in the execution of their duties connected with those whose dependency is due to defectiveness.

4. To be of service to the inmates and to their families by cultivating right feelings and relations between them and the institutions.

5. To obtain light on the causes of defectiveness.

6. To gather facts indicating the rate of increase of defectives compared with that of the normal classes of society.

7. To provide an accurate estimate, census, and permanent record of defectives in the State of New York, in order to inform officials and the public as to the need of further legislation and of further institutional provision for these classes.

8. To determine whether and how far hereditary defectiveness is continued in certain family stocks and centered in certain neighborhoods.

9. To get light on the relation between these various forms of defectiveness and the problems of pauperism in the almshouses and in temporary relief administered by poor law officers.

10. To furnish more complete information than is now at hand regarding the nature and hereditary character and the possible means of limiting and diminishing defectiveness and degen-

eracy of any kind tending to create and increase the burdens of charity.

These purposes are to be pursued so far as practicable by the following methods:

1. By organizing and tabulating the data already at hand in the form of commitment papers and records of the various institutions reporting to the Board.

2. By maintaining a record of all cases of defectiveness indexed by families and localities, in which record shall be centralized the information available for the benefit of the institutions concerned.

3. By carrying on field work through special investigators studying the conditions of defectives already in institutions and of applicants for admission.

4. By coöperating with the committee on eugenics of the American Breeders' Association with headquarters at Cold Spring Harbor, and also with those carrying on investigations in other states, notably in the neighboring states, Massachusetts and New Jersey.

5. By carrying on the necessary special psychological studies into the mental condition of defectives in institutions and schools.

6. By analyzing and summarizing the results of all these studies and submitting reports from time to time for the information of the Board.

The work of the Bureau for the past year may be divided into laboratory, field and office record work.

#### *Bulletin Published*

A bulletin entitled "A Bibliography of Eugenics and Related Subjects," the third of the series of reports on "Eugenics and Social Welfare," was compiled by the Bureau and published November 1, 1913. The book contains 110 pages of book and periodical references on the following twenty subjects: Eugenics, heredity, environment, investigations of the inheritance of certain traits, psychology and diagnosis of abnormal mental states, child study and education, defectiveness general, feeble-mindedness, insanity, epilepsy, alcoholism, blindness, deaf-mutism, juvenile delinquency, vagrancy, penology, sex hygiene, prostitution, venereal disease and sterilization, as well as an author index of twenty pages.

The edition was limited to one thousand copies, of which about four hundred were sent out at once to libraries and scientists, and the other six hundred have been distributed on request, so that the edition is practically exhausted. Requests for the bulletin were received from many countries, including the remote ones of New Zealand, South Africa, Russia and Japan, and indicate that the publication of the bulletin was timely. It was in fact the first extended bibliography of the subject to be published.

### *Mental Diagnosis*

Section 5 of the "methods" by which the "purposes of the Bureau are to be pursued" relates to "carrying on the necessary special psychological studies into the mental condition of defectives in institutions and schools." This form of work has received much attention during the year, both because of the aim of the Bureau to standardize a series of reliable tests and because of the desire of the heads of institutions to ascertain the mentality of certain inmates who are problematic because of their behavior or their inability to profit by training. The common purpose of the Bureau and the several institutions has enabled some intensive work to be done under favorable auspices and with valuable results.

At the request of the board of managers of the Troy Orphan Asylum, an investigator was sent to make a mental study of all the children in the institution, and her report, based on three months' study and observation, contains the following conclusions:

1. According to the Binet tests, the children in the orphan asylum are more retarded than the children in the public schools.

2. One-half of the children in the orphan asylum are retarded mentally one or more years.

3. The children who have been there longest make a slightly better showing than the children who have been there less than a year.

4. The children who are in the orphan asylum for improper guardianship are more retarded than the children who are there on account of death of parents, probably due to inherited traits.

5. The children show greater retardation in school grades than do the children of the city school system of which the orphan asylum school is a part.

6. Gradation of the children according to mental age and school grade shows fewer overage mentally for the school age than overage physically.

7. A conservative statement of the number of mental defectives is eleven, or 5 per cent. of the 208 children, as compared to an estimated 2 per cent. of mental defectives in public schools.

This report is the first in a proposed comprehensive study of the condition of dependent children in the State. The inmates of two other orphan asylums were subsequently examined, and requests for similar services in a number of other children's homes will permit the study of several thousand children with the sympathetic coöperation of those in charge of them, and the conclusions finally reached will be based on a sufficiently large number of cases to make them representative. Such a study should reveal the desirability of placement or of institutional care for children of certain degrees of mentality, as it will be based on the success or failure of past placements and commitments.

Another class of public dependents which needs intensive study from the point of view of mentality is that of delinquent children. The board of managers of the New York State Training School for Girls found that certain of the inmates of the school failed in deportment and did not respond well to training, and therefore requested the mental examination of these girls by the Bureau with a view to the discharge, according to law, of those who cannot profit by the training of the institution. The mental diagnosis of unstable girls in the adolescent period is a difficult problem, requiring prolonged study of the girls, their heredity, past experience and institutional reaction. One hundred and eighty-eight inmates of the Training School have been studied with care and as a result the board of managers has recommended for discharge or transfer the girls who seemed feeble-minded. The result of their discharge is noticeable improvement in the order of the institution, besides the creation of vacancies for the reception of girls awaiting admission who may prove better able to profit by training than those discharged. The immediate effect of the study is beneficial to the institution, and to the feeble-minded girls transferred from Hudson to custodial institutions, while it has added something to our knowledge of delinquent girls. The final report of this study

remains to be written and it will be followed by others in institutions for delinquent children, three of which have requested the Bureau's services and stand ready to coöperate fully in the work.

It is the duty of the Bureau "to inform and aid the local officers in the execution of their duties connected with those whose dependency is due to defectiveness," and in this connection it may be said that overseers of the poor and superintendents of the poor are beginning to avail themselves of the judgment of the Bureau as to the mentality and proper disposition of certain cases which come before them, especially of the unmarried mother, whose temporary sojourn in a hospital or almshouse gives sufficient time for the study of her case.

#### BORDER LINE CASES AT THE ROME ASYLUM

In November, 1913, the Bureau began the study of fifty-two children in the Rome State Custodial Asylum, whom the Superintendent brought to the attention of the Board's Committee on Idiots and Feeble-Minded on the ground that they were "border line" cases, and at least some of them ought to be discharged from that custodial institution. The family histories of these children were studied, so far as possible, and were found to be almost uniformly bad, but the experience in this case, in which it was found that certain families had totally disappeared, is a warning, that if the pedigrees of inmates of the State custodial institutions are to be known the families must be studied at the time individuals are proposed for commitment, for this is often done at a crisis in the family life, when the family is about to be broken up.

The mental testing of these children was done in the fall of 1913 and repeated in the fall of 1914. It was found that some, who were at first two or three years retarded, had nevertheless made a year's progress during the twelve months, while others who were only one or two years retarded in 1913 are now an additional year retarded, having made no progress at all during the time. This leads to the belief that a "continuation study" of these special cases should be made and that they should be held under observation for a number of years. More is to be learned by the continued study of the development of certain typical cases, than by so-called "cross-section" studies of large groups for statistical



purposes without the possibility of further examination of the same groups at later periods. The report of the Committee on Idiots and Feeble-Minded with relation to the Fifty-two Cases at the Rome State Custodial Asylum appears as an appended paper to the Board's report, and presents some interesting conclusions.

### *Census of Mental Defectives*

The greatest task of the Bureau during the year has been in connection with that section of its purposes which requires it to "provide an accurate estimate, census, and permanent record of defectives in the State of New York, in order to inform officials and the public as to the need of further legislation and of further institutional provision for these classes." The time seemed ripe for the taking of a census of the feeble-minded and epileptic in the State and the work was consequently begun in May, 1914. The Bureau has four investigators, and they were sent out in four directions: north from Albany, east and south along the "Southern Tier," and west to the central counties, with instructions to visit every almshouse, and by careful examination and use of a special questionnaire to ascertain the number of feeble-minded and epileptics in the almshouses, but not to include the insane or senile. They were also charged to visit superintendents of the poor, social agencies, overseers and others along their path and secure the names of all other mental defectives they could who are not under custodial care. By going about in this fashion and talking with various officials and private citizens in all parts of the State, the Bureau first gained an adequate idea of the amount of public interest in the question of feeble-mindedness. The coöperation of all persons consulted, whether under any obligation to furnish information or not, was most encouraging. The investigators found the work growing on their hands, for many more persons were ready and anxious to give information than had been anticipated at first. The valuable assistance furnished by school superintendents and teachers, by courts, probation agents, ministers, doctors, private social agencies and by intelligent citizens generally has contributed very much to the completeness of the work. The Commission to Investigate Provision for the Mentally Deficient, which was appointed in the early summer of 1914, has requested the Bureau to continue the census work in New York City, the



work having been completed in all other counties and this part of the work was begun just as the fiscal year closed. The full results of the census will first appear in the report of the above-mentioned Commission which will be presented to the Legislature February 15, 1915.

The office or record work of the Bureau is carried on by two clerks; their work consists in small measure of stenography and copying, but they analyze the material of all sorts which comes to the Bureau or is found in the past records of the Board, and from it build up family histories and compile data. Many of these histories of dependents are of great interest and will be used later for bulletin studies.

The number of almshouse records recorded on cards for filing in the Bureau this year was 32,182 as compared with 29,442 in 1913. However, the pressure of other work is so great that unless more clerks are provided this part of the work cannot be kept up at the present rate if at all during the coming year. The file for defectives has received 6,980 additions this year, as compared with 6,217 in 1913. The work of converting the data in the Board's archives into permanent records of defectiveness can progress as fast as the number of the clerical force will permit, for the amount accomplished so far is only a small beginning and several hundred thousand records remain to be analyzed. The task alone of making permanent records of the nearly 20,000 names of defectives gained in the recent census will overtax the office during the coming year. To keep the record work fully abreast with the field work there is need for the same number of office employees as of investigators. They can then index and weave together the old records which have been accumulating since 1867 when the State Board of Charities was established, many of which rival in completeness and thoroughness the best records of to-day.

### Almshouse Inspection

Two inspectors are employed in almshouse inspection and all public charitable institutions were inspected during the year. Almshouse reports are now classified and graded as to plant and administration. Institutions which are practically without defect are placed in Class I, those with few or less important defects in Class II, and those having many or more serious defects in

Class III. For example, one almshouse is graded second class in administration because it may be unclean or the dietary is unsatisfactory, and third class in plant, in consequence of the physical condition of old buildings. Superintendents and keepers who are doing well with old buildings and inadequate equipment receive high rating on administration and the credit due for cleanliness and order, even though the plants may be graded low. The grading of all almshouses and public hospitals outside of New York City is given below, and that for public charitable institutions of New York City follows in a separate table.

### Classification of Almshouses

#### *First class in Administration and Plant*

Allegany County Almshouse	Cortland County Almshouse
Chautauqua County Almshouse	Genesee County Almshouse
Monroe County Almshouse	Lewis County Almshouse
Newburgh City and Town Almshouse	Saratoga County Almshouse
Poughkeepsie City Almshouse	Schenectady County Almshouse
Clinton County Almshouse	Wayne County Almshouse
	Oneida County Hospital

#### *First class in Administration and second class in Plant*

Binghamton City Hospital	Jefferson County Almshouse
Broome County Almshouse	Kingston City Almshouse
Cattaraugus County Almshouse	Livingston County Almshouse
Chemung County Almshouse	Oneida County Almshouse
Onondaga County Almshouse	Oswego City Almshouse
Orange County Almshouse	Seneca County Almshouse
Orleans County Almshouse	Steuben County Almshouse
Cayuga County Almshouse	Suffolk County Almshouse
Chenango County Almshouse	Tioga County Almshouse
Delaware County Almshouse	Tompkins County Almshouse
Essex County Almshouse	Warren County Almshouse
Fulton County Almshouse	Washington County Almshouse
Greene County Almshouse	Westchester County Almshouse
Hempstead Town Almshouse	Wyoming County Almshouse
Franklin County Almshouse	Yates County Almshouse
Montgomery County Almshouse	Oswego County Almshouse

*First class in Administration and third class in Plant*

Erie County Almshouse	Putnam County Almshouse
Erie County Hospital	St. Lawrence County Alms-
Niagara County Almshouse	house
Ontario County Almshouse	

*Second class in Administration and Plant*

Columbia County Almshouse	Rockland County Almshouse
Dutchess County Almshouse	Schoharie County Almshouse
Herkimer County Almshouse	Ulster County Almshouse
Oneida Public Hospital	Utica General Hospital

*Second class in Administration and Third class in Plant*

Albany City and County Alms-	Otsego County Almshouse
house	Rensselaer County Almshouse

*Third class in Administration and Plant*

Oyster Bay and North Hemp-	Sullivan County Almshouse
stead Town Almshouse	

The tables excluding New York City are consolidated as follows:

*Classification*

Administration	No. of institutions in class	Percentage
I . . . . .	51	79.7
II . . . . .	11	17.2
III . . . . .	2	3.1
Total number graded . . . . .		64
Plant		
I . . . . .	13	20.3
II . . . . .	40	62.5
III . . . . .	11	17.2
Total number graded . . . . .		64

*Classification of the New York City Institutions*

Name	Administration	Plant
Bellevue Hospital .....	I	II
Fordham Hospital .....	I	I
Gouverneur Hospital .....	I	II
Harlem Hospital .....	I	I
City Hospital .....	I	II
Metropolitan Hospital .....	II	II
Bradford Street Hospital.....	I	III
Coney Island Hospital.....	I	I
Cumberland Street Hospital.....	I	II
Kings County Hospital.....	I	II
New York City Children's Hospitals and Schools, Randall's Island.....	I	II
New York City Farm Colony, S. I.....	I	II
New York City Home for the Aged and Infirm, Manhattan Division.....	II	II
New York City Home for the Aged and Infirm, Brooklyn Division.....	I	II
Sea View Hospital, Staten Island.....	II	I

**PUBLIC CHARITABLE INSTITUTIONS IN THE CITY  
OF NEW YORK**

The public charitable institutions located in the First Judicial District have all been visited and examined by the president of the Board and visits have also been made by other commissioners residing in the city of New York. In previous reports of this Board, attention has been called to the vast amount of indoor relief undertaken by the Department of Public Charities, the Department of Health and by Bellevue and Allied Hospitals. Economic and social conditions, prevalent at the present time, have largely increased the number of dependents requiring institutional care. The same economic conditions which have increased dependence have interfered with the borrowing of money by the city at the usual rates of interest and have caused the board of estimate to defer the letting of contracts for many of the improvements for which plans have been drawn and appropriations made.

The principal needs of the public charitable institutions of the city are now and have been for many years greatly enlarged facili-

ties for the care of inmates and better compensation for employees in the lower grades of the service. Little has been done during the year to improve the pay of the hospital helpers in order that a better grade of employees may be secured. While some changes have been made in rates of compensation, especially in the higher grades, the proportion of those receiving inadequate compensation remains practically the same. This condition is most serious in the New York City Children's Hospitals and Schools, Randall's Island, the Metropolitan Hospital, Blackwell's Island, and the City Hospital, Blackwell's Island, because in these institutions poorly paid helpers of a low grade are numerous and are in some instances charged with important responsibilities including the care of children. A reasonable minimum compensation for hospital helpers should be at least \$20 a month for men and \$15 a month for women. Assuming this basis we find that, at the three institutions named, more than 65 per cent. of the men and nearly 50 per cent. of the women hospital helpers are receiving less than this minimum. At Randall's Island 65 per cent. of the male hospital helpers receive the very low wages of \$10 a month. Not only does this low rate of compensation prevent the employment of persons having the qualifications desired, but the frequent changes interfere greatly with the efficiency of the service. That the number of changes corresponds in a general way to the smallness of the wages paid is shown by the following table:

TABLE SHOWING CHANGES IN HOSPITAL HELPERS AT THE NEW YORK CITY CHILDREN'S HOSPITALS AND SCHOOLS, RANDALL'S ISLAND, NEW YORK, DURING THE YEAR 1914

ANNUAL COMPENSATION	Total employed	Number of changes in each grade	Per cent of change in each grade	Per cent in each grade of total number employed	Per cent of total change by grades
\$120, men only.....	91	322	353.8	23.7	34.8
150, women only.....	138	416	301.4	36.	45.
180, men and women.....	16	63	393.7	4.2	6.8
216, women only.....	8	2	25.	2.1	0.2
240, men and women.....	69	82	118.8	18.4	8.9
264, women only.....	1	0	0.	0.2	0.0
300, men and women.....	30	14	46.6	7.8	1.5
360, men and women.....	10	8	80.	2.6	0.9
420, men and women.....	5	8	160.	1.3	0.9
480, men and women.....	14	9	64.3	3.6	1.
600, men only.....	2	0	0.	0.5	0.0
Totals.....	384	924	240.6	100.	100.

Selection of hospital helpers devolves upon the superintendents of the several institutions. In the larger institutions, however, the numbers employed and the frequent changes cause the superintendents to leave such appointments largely to the heads of departments. Many of the male employees are recruited from the ranks of unpaid helpers. Female employees are in many instances provided by an employment bureau maintained by the Department of Public Charities. No method of selection will, however, take the place of a reasonable and proper compensation in securing sober and capable employees. The services of such employees are sure to prove more economical as well as more efficient than those provided under the present system.

As in the past, the public charitable institutions of New York City continue to be administered by three separate departments of the city government, each of which operates independently and conducts hospitals similar in character to those controlled by one or more of the other departments. Increased efficiency should result from a consolidation of hospital management under one head, leaving to the Department of Public Charities the administration of almshouse institutions and work of a similar character.

The following brief paragraphs summarize the improvements in the several institutions during the year and mention also the principal needs. The capacity and the census given are those of September 30, 1914. The census in many of the institutions is much larger during the winter months.

#### **Department of Public Charities**

Total bed capacity 12,644. Total census 12,211

##### *City Hospital, Blackwell's Island*

Capacity 863. Census 689

At the City Hospital, the bed capacity has been increased by placing beds for convalescent patients in the one-story frame building formerly occupied by helpers, and by remodeling the interior of the one-story brick storehouse for the use of male neurological cases. A new dormitory building for female employees, begun last year, has been completed and electric lighting has been installed throughout the hospital. Other improvements include new

plumbing and fixtures in several ward service rooms, and the repainting of the interior of the hospital and of the nurses' home. The installation of modern elevators and the construction of a larger and better operating room have been delayed. These improvements are greatly needed and have been for some time planned. Other needs are an additional building for male employees, provision for the separation of children from adults and balconies at the rear of the main building at each floor. The hospital has been much overcrowded during the winter months.

*New York City Home for the Aged and Infirm, Manhattan  
Division, Blackwell's Island*

Capacity 2,696. Census 3,025

The average census of the New York City Home for the Aged and Infirm, has shown a marked increase during the year. To accommodate the increased number of inmates, a large room over the administration offices, formerly the Lutheran chapel, has been converted into a dormitory for the women and eighty beds for men have been placed on the second floor of Building S. The internes who have been removed from this dormitory are now quartered in the building known as the superintendent's residence. In addition, fly screens have been provided on the kitchen building, the dining rooms of the north pavilion and the operating rooms, and a new floor has been laid in the kitchen. A teacher is now employed to instruct the women in sewing and rug making. The Home needs increased accommodations for inmates in order to relieve the overcrowding which exists. The added facilities should include a new and modern service building with adequate dining rooms for each sex, and a day room for the women. A modern fire-alarm signal system and electric lighting throughout the buildings are also needed. Plans have been drawn for a day room and industrial building for the women and the appropriation of \$75,000 will, it is hoped, soon be available for this purpose.

*Metropolitan Hospital, Blackwell's Island*

Capacity 1,590. Census 1,753

The capacity of the Metropolitan Hospital has been increased by the completion of the north section of the east pavilion, which

is for the present being used for the care of children. A dormitory building for male employees has also been completed. The construction of the new kitchen building at the Metropolitan Hospital has progressed slowly during the year. This building, originally designed for the use of the tuberculosis infirmary, is now intended to serve the main hospital also. Changes which have been made in the plans of construction and in the proposed arrangement of the equipment have served to delay the work. In the meantime food for the increased population is prepared in the old and inadequate kitchen building of the main hospital group. A new roof for the T and S building has been provided and the roofs of the main building repaired. The dormitory building for women employees which was opened on October 14, 1912, was vacated on December 20, 1913, on account of the settling of one end and the resultant cracking of the walls. The proposed partial reconstruction intended to remedy the structural defects has not yet been begun and the building has therefore been vacant during the entire year. An appropriation of \$25,000 to strengthen the foundation has been made but this sum has not yet been released by the board of estimate. Meanwhile female employees occupy the building erected for the male helpers and old and unsuitable frame structures are still used for the men. The principal needs of the hospital are additional pavilions for patients, a reception building for the main hospital, a modern fire-alarm system and a suitable stable or garage to replace the old and unsightly stable buildings now in use.

The grounds of the three institutions on Blackwell's Island have been much improved in recent years by grading, the building of new roads and walks, and the planting of additional trees and shrubs. They now present an attractive appearance.

*New York City Children's Hospital and Schools, Randall's Island*

Capacity 1,726. Census 1,977

Little has been done during the year at the New York City Children's Hospital and Schools, to keep the buildings in repair and to provide additional accommodations for the increased population. Work has been slowly continued on the new power house and laundry, and this building is now approaching completion.



Pavilion G, the new hospital building for male custodial cases, has been completed and is occupied. A contract has been let for the installation of a fire-alarm system and other improvements in the fire protection. Additional buildings for feeble-minded and custodial cases, and for the accommodations of male and female helpers should be erected. Electric lighting should also be provided in the buildings not now so equipped. Larger wages for the poorly paid hospital helpers, in order that a better grade of men and women may be employed, are especially needed at this institution since many of these employees are assigned to the care of sick or irresponsible children. A slight increase in the appropriation for hospital helpers in this institution for the year 1915 has been secured. The grounds of Randall's Island also have been improved by the removal of the old reservoir and by grading.

*Municipal Lodging House, Manhattan*

Capacity 937. Census 640

The Municipal Lodging House is a modern seven-story fireproof building which provides dormitory accommodations for about 900 men and 100 women. As this institution was during the past winter sometimes called upon to shelter more than 2,000 persons in a single night, the second floor of the recreation pier at the foot of East 24th street has been equipped to accommodate the overflow. Beds for 1,120 men are kept in readiness on the pier and several hundred folding cots are also available if needed. A kitchen and a dining room are now provided in this annex. A passageway recently opened from 25th to 24th street enables the men to pass from the lodging house to the annex, much more easily than formerly. Changes in the main building have served to increase somewhat the capacity of the women's dormitories and the men's dining room.

*The Morgue, Manhattan*

The morgue has been removed from the old and unsuitable building at the foot of East 26th street to quarters provided for that purpose in the new pathological building of Bellevue Hospital. A new system of checking and registering is intended to prevent the removal of bodies by those not relatives of the deceased.

The first two floors of this building provide suitable examination and autopsy rooms together with provision for the storage of 248 bodies.

*Kings County Hospital, Brooklyn*

Capacity 1,148. Census 895

The Kings County Hospital is one of the largest and most important hospitals of the city. An active ambulance service covering a wide area is maintained and the number of patients in many of the wards regularly exceeds the proper capacity of these wards. Only minor repairs and small additions to the equipment have been provided during the year. An increase in the capacity of the nurses' home, in order that additional nurses may be received is an improvement much needed. Other important needs are modern dormitories for male and female employees, a new and adequate laundry and the screening of the balconies on the children's hospital. Plans for the new laundry have been drawn and an appropriation of \$75,000 made for this purpose.

*New York City Home for the Aged and Infirm, Brooklyn Division*

Capacity 1,338. Census 1,343

The New York City Home for the Aged and Infirm is conducted as a part of the Kings County Hospital group. Overcrowding, especially in the male division, is a usual condition and is especially serious during the winter. Except minor repairs and painting, no improvements have been accomplished during the year. The principal needs are a hospital building for chronic cases, better dormitory facilities for employees, an elevator in the women's building and better quarters for the industrial work. The construction of a dormitory building for the women is planned.

*Bradford Street Hospital, Brooklyn*

Capacity 8. Census 0

The Bradford Street Hospital is a small emergency station and dispensary conducted by the Kings County Hospital. Additional facilities both for the hospital and for the dispensary are needed. A site for the East New York Hospital which will replace the Bradford Street Hospital was acquired last year. It is expected

that the erection of modern hospital buildings for which an initial appropriation of \$150,000 has been made, will be begun during the coming year.

*Coney Island Hospital, Brooklyn*

Capacity 100. Census 76

The Coney Island Hospital, formerly a branch of the Kings County Hospital, is now conducted separately. The buildings were recently completed and are generally satisfactory. Because of the location in a great seashore resort, the ambulance and emergency service during the summer is very active. Additional ward space which shall provide a separate ward for children is needed.

*Cumberland Street Hospital, Brooklyn*

Capacity 183. Census 149

A motor ambulance has been provided at the Cumberland Street Hospital and a chauffeur and a night watchman added to the staff of employees. Most of the interior of the hospital has been repainted and many minor additions to the equipment have been made. The capacity has been increased by a detention ward for children and an additional maternity ward. This hospital needs a new building with adequate dispensary, modern laundry and a nurses' home.

*Greenpoint Hospital, Brooklyn*

The construction of the new Greenpoint Hospital which was begun about two years ago, has been continued during the year. The hospital is intended to accommodate two hundred patients. Buildings are now practically completed and equipment is being installed. The opening of the hospital is expected to take place about March 1, 1915. Needed hospital facilities will then be provided for a section of Brooklyn which has not at present proper accommodations for the care of the sick.

*New York City Farm Colony, Staten Island*

Capacity 1,325. Census 979

The new laundry building at the New York City Farm Colony has been completed and equipped, and is now in use. A morgue and garage building, constructed by inmate labor, has also

been completed. Large hogpens of sanitary design have been built and about 400 hogs are now kept. Construction of a service building which will provide kitchen and dining rooms has been continued during the year. Connections have been made with the large steam heating plant of Sea View Hospital, which will probably be used to heat both institutions. Better facilities for the industrial work are needed and additional dormitory buildings should be constructed in order that this institution may receive a larger number of the men able to perform some labor and thus contribute toward their support. A contract for improving the fire protection has been let and the construction of an additional cottage is planned.

*Sea View Hospital, Staten Island*

Capacity 730. Census 685

The Sea View Hospital was opened for the reception of patients on October 28, 1913. This institution is intended for the treatment of persons having tuberculosis in the early stages of the disease and has at present bed capacity for 730 patients. The buildings, all of which are now in use, include eight pavilions for patients, a service building, a surgical building, a staff house, a home for nurses, a power house and laundry and a garage. They are excellently designed for their respective uses and are generally well equipped. Owing to the absence of fly screens for the doors and windows, flies were very numerous in the kitchen during the past summer and constituted a menace to the health of those resident. A contract for screens has recently been let, and it is expected that work on this improvement will soon be begun. A large appropriation has been made for acquiring additional land and for the erection of buildings for the care of tuberculosis patients able to be about. The present buildings will then be used exclusively for bed patients. The immediate carrying out of this plan appears not to be probable.

**Bellevue and Allied Hospitals**

Bed capacity 1,959. Census 1,663

This Department controls Bellevue Hospital, Gouverneur Hospital and Harlem Hospital in Manhattan, and Fordham Hospital

in the Bronx. All of these are large general hospitals and each has an extensive ambulance service.

### *Bellevue Hospital*

Capacity 1,342. Census 1,153

Bellevue Hospital has now bed capacity for more than 1,300 patients. During the year pavilions I-K and L-M, constructed at a cost of more than two million dollars, have been completed and equipment is now being installed. The new buildings are seven story and basement brick structures intended largely for the care of surgical cases and are modern in design and equipment. Their completion marks a most important step in the reconstruction of this hospital. The new buildings already have a bed capacity for 750 patients instead of 407 as in the old building, and twelve operating rooms are provided while the old building contains but three. Each floor of the new pavilions will have a dressing room completely equipped, a feature which the old building lacks. When the new pavilions are occupied, all the old buildings will in turn be removed to make way for the new pavilions called for to complete the plan.

The reconstruction of Bellevue Hospital according to plans prepared some years ago is now approximately half completed. Up to the present time there have been constructed pavilions A-B, I-K and L-M for patients, a large pathological building, a dormitory building for men employees, and a laundry and power house. The total cost of the new buildings has been \$4,300,000, and about \$400,000 has been spent for equipment. Buildings still to be erected are two pavilions for patients, a dormitory for the women, a dispensary, a new kitchen and an addition to the nurses' home. Additional accommodations for the nurses are much needed at the present time.

### *Gouverneur Hospital*

Capacity 186. Census 168

Gouverneur Hospital is located in a densely populated quarter of the city and has a large emergency and dispensary service. Practically nothing has been done during the year to increase the ward space or to relieve the overcrowding in the dispensary.

A site has been secured and \$240,000 appropriated for the construction of a new dispensary building but this appropriation has not yet been released by the Board of Estimate.

### *Harlem Hospital*

Capacity 188. Census 178

The new nurses' home at the Harlem Hospital has been completed and occupied and the construction of the new ward wing is now practically finished. Contracts for the erection of an addition to the building for employees have recently been let. Complete and permanent screening of the hospital, power house and laundry is needed and provision should be made to increase the dispensary facilities.

### *Fordham Hospital*

Capacity 243. Census 164

At Fordham Hospital a large house adjacent to the hospital grounds has been leased and is used as an annex to the nurses' home. The wards of this institution, especially those for women, are frequently overcrowded and an additional ward wing is therefore needed. Increased accommodations for male employees should also be provided.

## **The Department of Health**

In addition to the hospitals used for the care of contagious diseases, the Department of Health maintains two institutions which are largely devoted to the care and curative treatment of persons suffering from tuberculosis. These hospitals are the Otisville Sanatorium, located at Otisville, Orange county, and the Riverside Hospital on North Brother Island in New York City. Their capacity for tuberculosis cases is 957 and the total census 874 patients.

### *Otisville Sanatorium*

Capacity 650. Census 583

The Otisville Sanatorium, conducted for the treatment of incipient tuberculosis, has at present capacity for more than 600 patients. The site is elevated and healthful. During the year hos-

pital pavilions 110 and 111 have been completed, a transformer station built and the building lighted by electricity. Work has been continued on the large reservoir for storing the water supply and on the sewage disposal plant. About 35 acres of fertile swamp land have been drained and a new cow barn constructed. The new laundry has been completed and a recreation hall is under construction. The principal needs of this institution are an infirmary building and a school building with modern equipment.

### *Riverside Hospital*

Capacity (Tuberculosis division) 307. Census 291

Some of the buildings at the Riverside Hospital are occupied by persons suffering from tuberculosis while others are used for the care of cases of contagious disease. Ward buildings one and five, for diphtheria and scarlet fever, respectively, and the new wing of the nurses' home have been completed and occupied. The dock has been extensively repaired. The principal needs of the hospital are a modern service building, dormitory buildings for male and female employees, and a new chapel.

TABLE SHOWING THE CAPACITY AND THE CENSUS ON SEPTEMBER 30, 1914, OF EACH OF THE INSTITUTIONS MENTIONED IN THE FOREGOING BRIEF DESCRIPTION

#### *Department of Public Charities:*

	Capacity	Census
New York City Children's Hospitals and Schools, Randall's Island . . . . .	1,726	1,977
Metropolitan Hospital, Blackwell's Island . . . . .	1,590	1,753
New York City Home for the Aged and Infirm, Blackwell's Island . . . . .	2,696	3,025
City Hospital, Blackwell's Island . . . . .	863	689
Municipal Lodging House, Manhattan . . . . .	937	640
Kings County Hospital, Brooklyn . . . . .	1,148	895

	Capacity	Census		
New York City Home for the Aged and Infirm, Brooklyn.	1,338	1,343		
Cumberland Street Hospital, Brooklyn . . . . .	183	149		
Bradford Street Hospital, Brooklyn . . . . .	8	0		
Coney Island Hospital, Brooklyn . . . . .	100	76		
Sea View Hospital, Staten Island . . . . .	730	685		
New York City Farm Colony, Staten Island . . . . .	1,325	979		
	—————	12,644	—————	12,211
<i>Bellevue and Allied Hospitals:</i>				
Bellevue Hospital . . . . .	1,342	1,153		
Gouverneur Hospital . . . . .	186	168		
Fordham Hospital . . . . .	243	164		
Harlem Hospital . . . . .	188	178		
	—————	1,959	—————	1,663
<i>Department of Health:</i>				
Riverside Hospital (Tuberculosis division) . . . . .	307	291		
Otisville Sanatorium . . . . .	650	583		
	—————	957	—————	874
Grand total . . . . .	15,560			14,748
	=====			=====

## THE DEPARTMENT OF INSPECTION

### *Inspection of Private Charitable Institutions*

The charitable and correctional institutions and societies supervised by the State Board of Charities through its Department of Inspection numbered on September 30, 1914, 634, and are classified as follows:

Dispensaries . . . . .	184
Fresh air charities . . . . .	17
Homes for the aged . . . . .	19
Homes for children . . . . .	131



Hospitals . . . . .	181
Industrial schools . . . . .	22
Infant asylums and hospitals . . . . .	17
Placing-out and boarding-out agencies . . . . .	29
Reformatories . . . . .	13
Temporary homes . . . . .	18
Miscellaneous . . . . .	3
<hr/>	
Total . . . . .	634
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Each of these institutions was visited or inspected at least once during the year by the staff of inspectors and in addition many special inspections were made by officers and members of the Board. The work of the inspectors of the department during the year is as follows:

General inspections and reports written . . . . .	638
Special inspections and reports written . . . . .	42
Special inquiries and reports written . . . . .	53
Visits to institutions and officials . . . . .	845
Miscellaneous reports written . . . . .	65

The reports were considered by the Board or its committees and disposed of as follows:

	General inspection reports	Special inspection reports	In- quiry reports	Miscel- laneous reports
Transmitted to institutions for their information . . . . .	637	5	...	1
Referred to Commissioners or offi- cers of the Board . . . . .	1	27	46	28
Filed . . . . .	...	10	7	36
<hr/>				
Totals . . . . .	638	42	53	65
<hr/>				

The general inspection reports, with the exception of some first inspections and where conditions were temporarily disturbed, were classified on the basis of the number and character of the defects reported. Those showing practically no defects in plant or management were placed in class I, those showing defects or

needs of a not very serious character in class II, and those showing serious defects or evils in class III.

Following is the classification of the latest reports on the institutions so far as they were classified:

	Class I	Class II	Class III	Total
Plant . . . . .	305	254	32	591
Administration . . . . .	300	289	29	618
	=====	=====	=====	=====

In accordance with the provisions of the Constitution and of the State Charities Law, the Board has established rules governing the reception and retention at public expense of inmates of private charitable institutions, and when a report of inspection reveals any violation of such rules by an institution, the managers thereof are informed of such violation. While institutions generally have been ready to comply with the suggestions made by the Board so far as they have been able to do so, it has been necessary from time to time, when serious conditions were found, to withhold certificates showing compliance with the rules; and as a result auditing and disbursing officers have properly suspended payment of bills for the care and maintenance of inmates chargeable to counties, cities or towns until certificates of compliance with the Board's rules were issued.

Aside from this authority of the Board, the repeated inspections by its trained employees and the transmission of the reports of such inspections from time to time to the managers for their information have constituted an important factor in bringing about the marked improvement in the condition and methods of the charitable institutions which is generally recognized by those who are familiar with the situation. The stimulus which comes from unannounced inspections has benefited even those institutions whose standards are so high as not to permit a violation of the rules, while in others the managers have needed instruction in proper standards of the care and protection of inmates, and in the training of the juvenile wards of the State.

### Fire Protection

The Board's requirements for fire protection have for years been more stringent than the usual requirements of local officials and have resulted in a gradual improvement in the facilities for extin-

guishing fires, in the means of egress from institution buildings, in the organization and practice of fire drills and rapid dismissal drills, and in the maintenance of a night patrol service in institutions under its supervision. The number of buildings which are fireproof in their construction is increasing, and it is to be hoped that institutions will soon cease to use buildings which are inflammable in character for the care of the dependent, particularly when such buildings are more than two stories in height.

### Dispensaries

During the year covered by this report the number of dispensaries under the supervision of the Board increased from 173 to 184. These are classified as follows:

	Private	Public	Total
For treatment of tuberculosis.....	8	23	31
For dental treatment .....	4	1	5
For treatment of eye, ear or throat....	12	—	12
For children .....	4	11	15
For women and children.....	4	—	4
Other special dispensaries.....	9	2	11
General dispensaries .....	98	8	106
	<hr/>	<hr/>	<hr/>
Total .....	139	45	184
	<hr/>	<hr/>	<hr/>
Connected with hospitals.....	84	8	92
Separately maintained .....	55	37	92
	<hr/>	<hr/>	<hr/>
Total .....	139	45	184
	<hr/>	<hr/>	<hr/>

The growth in the number of public dispensaries is an indication of the recognition by local public health officials of the value of this method of protecting the health of individuals. The special dispensaries have also increased in number, although several of those established in the smaller cities for the treatment of tuberculosis have had few applicants, and some of this class recently established have been closed. The increase in the number of treatments in dispensaries also continues, as is indicated by the following table,

which shows comparatively the work performed by dispensaries during the past two years:

Number of treatments in dispensaries:

	1913.	1914.
Manhattan . . . . .	3,255,904	3,430,859
Brooklyn . . . . .	559,806	570,501
Bronx, Queens and Richmond . . . . .	187,890	198,355
	<hr/>	<hr/>
Total New York City . . . . .	4,003,600	4,199,715
Outside of New York City . . . . .	150,392	169,076
	<hr/>	<hr/>
Grand total entire State . . . . .	4,153,992	4,368,791
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Number of visits to homes by nurses and physicians:

	1913.	1914.
Manhattan . . . . .	130,564	123,744
Brooklyn . . . . .	9,952	2,168
Bronx, Queens and Richmond . . . . .	1,745	3,623
	<hr/>	<hr/>
Total New York City . . . . .	142,261	129,535
Outside of New York City . . . . .	41,617	45,278
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Grand total entire State . . . . .	183,878	174,813
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The rules adopted by the State Board of Charities pursuant to the provisions of the Dispensary Law have for their main objects the securing of proper care and treatment to the destitute sick who apply for treatment, on the one hand, and the protection of the dispensaries against misrepresentation by applicants — and thus the prevention of pauperism,—on the other. These rules are in the main well complied with, the principal exceptions being Rule III, which requires an examination of applicants on admission, the filling out and signing of statements or representations by those applicants regarding whose financial ability the registrar may be in doubt, and the investigation and filing of reports thereon in each such case, and Rule IX, which requires that suitable facilities for the proper care and treatment of patients be provided.

Although it has frequently been stated in newspapers and otherwise that large numbers of persons who are financially able to employ their own physicians are treated in dispensaries, it has not been ascertained that this number is proportionately large. On the other hand, many of the dispensaries claim inability to investigate the claims of applicants who do not appear to be in destitute circumstances, primarily because of the expense involved in connection with such investigations.

The principal needs reported, and these apply more particularly to New York City, are as follows:

1. Additional facilities to make it possible to give to the patients the attention which they need, including larger waiting rooms, more treatment rooms, more suitable equipment and a larger number of physicians and nurses in attendance.

2. More accurate and more complete records of patients.

3. Competent registrars to receive applicants and examine them with reference to their financial status, in order that their needs may be more definitely ascertained.

4. The employment of investigators to examine into the truthfulness of the statements made by applicants who would appear to be able to pay their own physicians for treatment.

5. The extension of social service departments for home visitation, as a means for increasing the efficiency of treatments.

### Dependent Children

Private institutions and societies which are in receipt of public money for the care and maintenance of inmates reported to this Board a total of 36,699 children under their care on September 30, 1914, as follows:

In infant asylums and homes for children.....	32,158
In reformatories (children under 16 years of age).....	401
In boarding homes under the supervision of infant asylums and homes for children.....	3,806
In boarding homes under the supervision of agencies not connected with institutions.....	334
	<hr/>
Total . . . . .	36,699
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Of this total number 31,091 were cared for at public expense and 5,608 at private expense. Of those cared for at public expense 2,328 were committed for delinquency, 6,533 for improper guardianship, and 22,230 for destitution. Public officials and agencies report 288 children in boarding homes under their supervision and it is estimated that 5,000 dependent children were in private institutions which are not in receipt of public money and from which annual reports are not required. Including this estimated number there were therefore on September 30, 1914, 41,987 dependent children in boarding homes or in private child-caring institutions within the State.

### Homes for Children

During the year there were reported to the State Board of Charities 19,684 admissions to and 17,968 discharges from homes for children and infant asylums, and on September 30, 1914, the number of children in the care of such institutions was 36,214, which is an increase of 1,716 over the number reported the previous year. Lest it may be thought that this large increase was caused by the European war it should be stated that the greater part of it occurred during the first six months of the fiscal year, and a month before the war was declared the number was slightly in excess of that reported at the close of the year. The institutions caring for these children, grouped with reference to the territory from which the inmates are mainly received, together with a statement of the total number and the average number cared for during the year, and the number remaining in each at the close of the year, are as follows:

**A. INSTITUTIONS THAT RECEIVE THEIR POPULATION MAINLY  
FROM THE BOROUGHS OF MANHATTAN, BRONX AND RICHMOND**

American Female Guardian Society and Ho : Friendless, New York City.....	71	172	243	174	159
of St. Vincent de Paul, New York City..	970	20	1,002	765	791
of the Sisters of St. Dominic, Blauvelt..	31	14	45	32	32
de Home, Hawthorne.....	27	1	28	23	25
Institute for the Blind, New York City..					
Orphan Asylum and Association for the t of Colored Children in the City of New ..... (including Country Branch, Verbank)....	296	91	337	253	253
Dominican Convent of Our Lady of the Rosary, New York City (including St. Agnes Convent, Sparkill).....	1,284	23	1,307	1,015	982
Five Points House of Industry, New York City and Pomona.....	336	29	415	302	304
German Odd Fellows' Home Association, Yon- kers.....	95	35	150	109	110
Good Counsel Training School for Young Girls, White Plains.....	166	20	206	140	142
Hebrew Infant Asylum of the City of New York..	627	13	640	383	414
Hebrew Orphan Asylum of the City of New York, Manhattan (including Country Branch, Val- halla).....	1,808	103	1,911	1,497	1,526
Hebrew Sheltering Guardian Society of New York, Orphan Asylum, Pleasantville.....	1,171	27	1,198	913	904
Hope Farm, Verbank.....	172	48	220	174	178
Institution of Mercy, New York City (including Boys' Department, Tarrytown).....	1,126	11	1,137	856	901
International Sunshine Branch for the Blind, Brooklyn.....	29	1	30	24	23
Jewish Protectory and Aid Society: Hawthorne School, Hawthorne, and Cedar Knolls School, Yonkers.....	536	.....	536	335	337
Misericordia Hospital, Hartsdale.....	330	198	528	194	191
Missionary Sisters of the Third Order of St. Francis, Peekskill.....	1,468	107	1,575	1,211	1,241
Mission of the Immaculate Virgin, Manhattan (including Boys' Department, Girls' Depart- ment and Asylum for Blind Girls, Mount Loretto).....	1,634	439	2,073	1,538	1,586
New York Catholic Protectory: Boys' Depart- ment and Girls' Department, Bronx, and Lin- coln Agricultural School, Lincolnale.....	4,214	181	4,395	2,614	2,725
New York Foundling Hospital, Manhattan (in- cluding Eurana Schwab St. Joseph by the Sea, Richmond).....	4,490	136	4,626	2,312	2,485
New York Juvenile Asylum, Chauncey.....	806	3	809	586	613
New York Nursery and Child's Hospital, New York City.....	1,151	196	1,347	638	710
Sacred Heart Orphan Asylum, West Park.....	88	127	215	160	165
Saint Agatha Home for Children, Nanuet.....	723	62	785	619	626
St. Agnes Hospital (for Crippled and Atypical Children), White Plains.....	266	29	295	203	213
St. Benedict's Home for Destitute Colored Children, Rye.....	141	60	201	151	158
St. Joseph's Asylum in the City of New York.....	762	.....	762	587	496
St. Michael's Home, Green Ridge.....	522	7	529	374	380
<b>Totals.....</b>	<b>25,575</b>	<b>2,347</b>	<b>27,922</b>	<b>18,384</b>	<b>18,822</b>

**B. INSTITUTIONS THAT RECEIVE THEIR POPULATION MAINLY  
FROM THE BOROUGH OF BROOKLYN AND QUEENS**

	1913-14			Average popula- tion during 1913-14	Number remain- ing Sep- tember 30, 1914
	Public charges cared for	Private charges cared for	Total number cared for		
Brooklyn Children's Aid Society, Brooklyn.....	258	221	479	243	251
Brooklyn Hebrew Orphan Asylum, Brooklyn...	950	8	958	712	758
Brooklyn Home for Blind, Crippled and Defective Children, Port Jefferson.....	294	38	332	262	284
Brooklyn Industrial School Association and Home for Destitute Children, Brooklyn.....	339	157	496	338	335
Brooklyn Nursery and Infants' Hospital, Brook- lyn.....	115	52	167	97	92
Brooklyn Training School and Home for Young Girls, Brooklyn.....	95	10	105	64	69
Church Charity Foundation of Long Island, Brooklyn.....	65	58	123	91	92
Convent of the Sisters of Mercy in Brooklyn (including Angel Guardian Home for Little Children, Brooklyn, and St. Mary of the Angels Home, Syosset).....	2,105	116	2,221	1,487	1,493
Council Home for Jewish Girls, Jamaica.....	12	3	15	10	12
House of St. Giles the Cripple, Garden City....	53	32	85	53	39
Howard Orphanage and Industrial School, Kings Park, Long Island.....	288	36	324	250	252
Industrial School Association of Brooklyn, E. D., Brooklyn (including J. W. Smith Memorial Branch).....	468	134	602	352	410
Orphan Asylum Society of the City of Brooklyn..	199	189	388	279	305
Orphan Home (of the Nuns of the Order of St. Dominic), Brooklyn, (including Home of the Sorrowful Mother, Brooklyn, Nazareth Trade School, Farmingdale, St. Dominic Home, New Hyde Park, and St. Rose Industrial School, Melville).....	1,007	83	1,090	805	817
Ottolie Orphan Asylum Society, Jamaica.....	75	86	161	123	124
Roman Catholic Orphan Asylum Society, Brook- lyn: St. John's Home, Brooklyn, St. John's Roman Catholic Protectory, Hicksville, St. Joseph's Female Orphan Asylum, Brooklyn and St. Paul's Industrial School, Brooklyn.....	1,727	605	2,332	1,712	1,749
St. Malachy's Home, Brooklyn (including St. Malachy's Ocean Home, Rockaway Park, and St. Joseph's Home, Flushing).....	1,251	67	1,318	870	904
Sheltering Arms Nursery of Brooklyn.....	143	127	270	82	81
Society for the Aid of Friendless Women and Children, Brooklyn.....	88	66	154	72	76
Totals.....	9,532	2,088	11,620	7,902	8,143



**C. INSTITUTIONS RECEIVING THEIR POPULATION FROM COUNTIES  
OUTSIDE OF NEW YORK CITY**

	1913-14			Average popula- tion during 1913-14	Number remain- ing Sep- tember 30, 1914
	Public charges cared for	Private charges cared for	Total number cared for		
Albany Orphan Asylum (including Lathrop Memorial branch)	230	17	247	165	181
Berkshire Industrial Farm, Canaan	48	92	140	95	102
Buffalo Orphan Asylum, Buffalo	288	78	366	210	227
Cayuga Home for Children, Auburn	60	18	78	53	61
Charity Foundation of the Protestant Episcopal Church in the City of Buffalo	41	64	105	69	63
Charlton Industrial Farm School, Charlton	5	26	31	30	20
Children's Aid Society of Rochester	327	8	335	225	250
Children's Home, Middletown	64	.....	64	31	26
Children's Home at Mineola, Mineola	77	18	95	65	63
Children's Home for the City and Town of Newburgh, Newburgh	25	56	81	32	28
Children's Home Society of Schenectady	20	47	67	40	40
Church Home of the Protestant Episcopal Church in the City of Rochester	14	52	66	50	48
Crippled Children's Guild, Buffalo	39	13	52	32	34
Evangelical Lutheran St. John Orphan's Home, Buffalo	33	56	89	73	73
Fairview Home for Friendless Children, Watervliet	135	5	140	95	98
German Roman Catholic Orphan Asylum, Buffalo	492	203	695	404	435
Gerry Homes, Gerry	26	96	121	55	56
Guardian Angel Home and Industrial School, Troy	117	43	160	119	118
Gustavus Adolphus Orphans' Home, Jamestown	15	61	76	72	69
Hawley Home for Children at Saratoga Springs	19	34	53	29	30
Home for Colored Children of the Society of the Holy Cross, Albany	5	4	9	7	.....
Home for Destitute Children of Madison County, Peterboro	59	.....	59	46	39
Home for the Friendless at Lockport	96	36	132	46	44
Home for the Friendless in Northern New York, Plattsburgh	7	24	31	17	20
House of the Good Shepherd, Utica	201	43	244	150	148
House of Providence of the County of Onondaga, Syracuse	125	143	268	196	198
Hudson Orphan and Relief Association, Hudson	44	15	59	35	45
Immaculate Heart of Mary Asylum, Buffalo	217	250	467	335	328
Industrial Home of the City of Kingston, Kingston	17	57	74	37	32
Ithaca Children's Home, Ithaca	1	29	30	19	21
Jefferson County Orphan Asylum, Watertown	85	62	147	71	88
Jewish Orphan Asylum Association of Western New York, Rochester	30	1	31	20	27
King's Daughters' Home for Children, Cortland	37	10	47	35	35
Maternity Hospital and Infant Home of Albany, The (formerly Frances Elliott Austin Maternity Hospital and Infant Home, Albany)	208	26	234	100	151
Ogdensburg City Hospital and Orphan Asylum, Ogdensburg	122	109	231	120	126
Onondaga Orphans' Home, Syracuse	227	91	318	202	206
Ontario Orphan Asylum, Canandaigua	9	56	65	39	36
Orphan House and Industrial School of the Holy Sav	97	14	111	81	83
Oswego	39	9	48	24	20
Our L	74	463	537	182	162
Pough	.....	.....	.....	.....	.....
Preve	13	.....	13	8	10
Rochester	91	119	210	160	167
St. A	65	55	120	78	69
St. C	11	40	51	31	34
St. C	.....	.....	.....	.....	.....
Asylum of Watervliet	267	17	284	183	211
St. Francis Home, Oswego	64	77	131	93	98

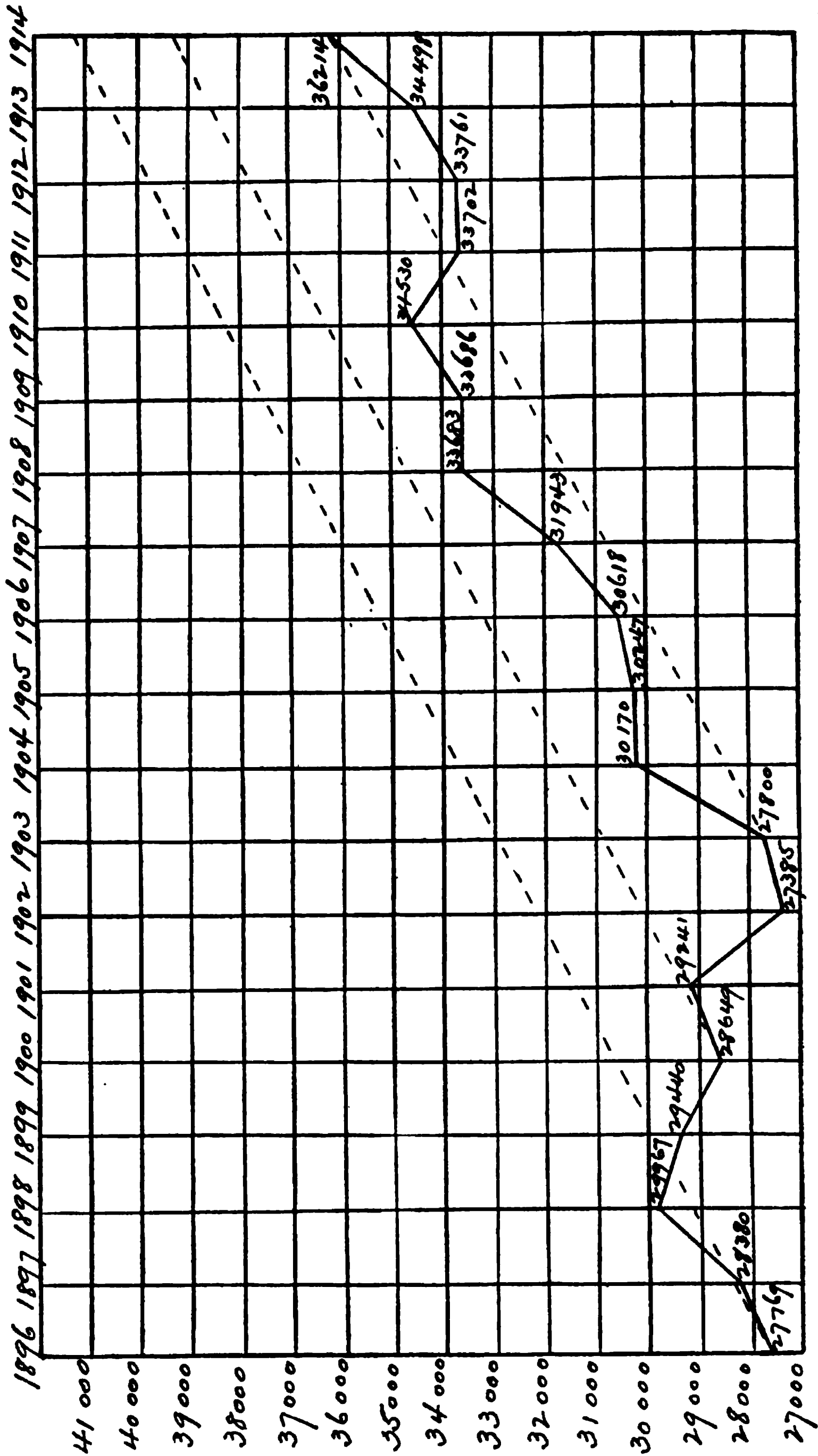
**C. INSTITUTIONS RECEIVING THEIR POPULATION FROM COUNTIES  
OUTSIDE OF NEW YORK CITY — *Continued***

	1913-14			Average popula- tion during 1913-14	Number remain- ing Sep- tember 30 1914
	Public charges cared for	Private charges cared for	Total number cared for		
St. John's Catholic Orphan Asylum, Utica. ....	231	48	279	186	227
St. John's Orphan Asylum of Greenbush, Rens- selaer. ....	54	5	59	49	53
St. Joseph Infant Home, Utica. ....	221	98	319	186	183
St. Joseph's Infant Home, Troy. ....	280	94	374	237	235
St. Joseph's Male Orphan Asylum, Lackawanna	137	148	285	230	201
St. Joseph's Orphan Asylum Society of Rochester and Monroe County, Rochester. ....	46	98	144	109	116
St. Margaret's House and Hospital, Albany. ....	74	99	173	47	43
St. Mary's Boys' Orphan Asylum of the City of Rochester, Rochester. ....	189	113	302	219	211
St. Mary's Catholic Orphan Home, Binghamton..	223	7	230	164	166
St. Mary's Home and School, Dunkirk (including Country Branch). ....	49	36	85	58	57
St. Mary's Infant Asylum and Maternity Hospital, Buffalo. ....	148	189	337	128	118
St. Mary's Maternity Hospital and Infant's Asylum of Syracuse. ....	122	199	321	160	131
St. Mary's Orphan Asylum, Port Jervis. ....	79	86	165	133	133
St. Patrick's Orphanage, Watertown. ....	43	97	140	95	102
St. Patrick's Orphan Girls' Asylum Rochester...	127	110	237	155	163
St. Vincent Industrial School of Utica. ....	260	5	265	130	114
St. Vincent's Female Orphan Asylum, Albany...	291	12	303	193	169
St. Vincent's Female Orphan Asylum, Buffalo...	141	17	158	121	122
St. Vincent's Female Orphan Asylum of the City of Troy. ....	175	33	208	180	167
St. Vincent's Male Orphan Asylum, Albany. ....	338	50	388	268	279
St. Vincent's Orphan Asylum of Syracuse. ....	176	148	324	229	222
Society for the Protection of Destitute Roman Catholic Children, Lackawanna. ....	284	456	740	480	475
Society of the United Helpers, Ogdensburg. ....	64	63	127	38	47
Southern Tier Orphans' Home, Elmira. ....	87	30	117	51	50
Suffolk County Children's Home, Yaphank. ....	110	.....	110	53	60
Susquehanna Valley Home and Industrial School for Indigent Children, Binghamton. ....	216	.....	216	152	158
Troy Catholic Male Orphan Asylum, Troy. ....	275	20	295	209	204
Troy Orphan Asylum, Troy. ....	390	20	410	260	260
Utica Orphan Asylum, Utica. ....	163	60	223	151	159
Western New York Society for the Protection of Homeless and Dependent Children, Randolph..	176	47	223	146	135
<b>Totals. ....</b>	<b>9,453</b>	<b>5,187</b>	<b>14,640</b>	<b>9,139</b>	<b>9,249</b>

SUMMARY

	1913-14			Average popula- tion during 1913-14	Number remain- ing Sep- tember 30, 1914
	Public charges cared for	Private charges cared for	Total number cared for		
Manhattan, Bronx and Richmond.....	25,575	2,347	27,922	18,384	18,822
Brooklyn and Queens.....	9,532	2,088	11,620	7,902	8,143
All other parts of the State.....	9,453	5,187	14,640	9,139	9,249
Total, entire State.....	44,560	9,622	54,182	35,425	36,214

The number of inmates present in homes for children on September 30 of each year since 1896, when reports from private charitable institutions were first required by law, is indicated in the following chart which also shows graphically the relative average rate of increase in the population of the State as compared with the fluctuations in the population of the homes for children:



NOTE.— The heavy line represents the fluctuations in the population of the Homes for Children as reported for September 30th of each of the years represented; and the dotted lines represent the relative average rate of increase in the population of the State.

*Admissions*

The total number of children admitted to institutions reporting to the Board during the year ending September 30, 1914, was 19,684. These were received in the manner indicated in the following table:

On commitment from courts:

For destitution .....	84
For improper guardianship.....	2,386
For delinquency .....	1,472
On commitment from poor law officers.....	11,114
On request of parents and guardians.....	3,738
Transferred from other institutions, returned from foster homes and returned from hospitals.....	718
Otherwise received .....	172
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Total . . . . .	19,684
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These children are further classified on the basis of their age when admitted as follows:

Less than one year of age.....	3,601
Between one and two years.....	1,333
Between two and five years.....	3,410
Between five and fourteen years.....	9,955
Over fourteen years .....	1,385
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Total . . . . .	19,684
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The causes of dependency of the 15,056 children committed or accepted as public charges, so far as such causes can be interpreted from the individual records of admission filed with the Board, are shown in the following tables:

TABLE A — *Children Both of Whose Parents Are Living*  
 CAUSES FOR COMMITMENT AND DEPENDENCY OF CHILDREN COMMITTED TO ORPHAN ASYLUMS AND HOMES  
 FOR CHILDREN DURING THE YEAR ENDING SEPTEMBER 30, 1914, AS SHOWN BY RECORDS OF ADMISSION  
 FILED WITH THE STATE BOARD OF CHARITIES.

CONDITIONS RELATIVE TO THE FATHER	appeared	less, or imprisoned	lacking	in custody of child)	otherwise physically or mentally incapable	work	earnings large family	earner	"unable to support"	special care	or vagrant	
Deserted or disappeared.....	110	51	1	.....	410	237	220	24	319	7	7	1,486
Intemperate, immoral, shiftless, ..	33	207	7	1	287	140	100	24	158	.....	1	987
Imprisoned.....	7	17	683	.....	16	6	.....	.....	2	.....	8	739
Proper guardianship lacking.....	.....	6	3	.....	2	5	5	1	9	.....	1	32
Parents separated (father does not have custody of child).....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Sick, crippled, insane, feeble-minded, or otherwise physically or mentally incapable.....	32	15	2	.....	374	141	157	47	149	1	.....	918
.....	223	103	1	13	1,016	7	.....	.....	9	1	.....	1,373
.....	68	36	1	2	474	54	36	25	80	13	1	799
.....	6	12	.....	3	43	8	3	.....	281	3	1	460
.....	.....	.....	.....	.....	2	.....	.....	.....	.....	172	.....	174
Child vagrant.....	1	.....	.....	.....	.....	.....	.....	.....	19	.....	912	933
Total number of children.....	480	447	698	19	2,624	568	530	121	1,135	197	932	7,881

NOTE.—All numbers in the above table refer to children. Thus, number 110 in first column and first line indicates 110 children deserted by both fathers and mothers; number 33 in first column and second line indicates 33 children deserted by the mothers and having intemperate, immoral, shiftless or imprisoned fathers.

CAUSES FOR COMMITMENT AND DEPENDENCY OF CHILDREN COMMITTED TO ORPHAN ASYLUMS AND HOMES  
FOR CHILDREN DURING THE YEAR ENDING SEPTEMBER 30, 1914, AS SHOWN BY RECORDS OF ADMISSION  
FILED WITH THE STATE BOARD OF CHARITIES

TABLE B—Half Orphan, Orphan, Foundling and Illegitimate Children and Those Whose Civil Condition is Unknown

	CONDITIONS RELATIVE TO LIVING PARENT										Total
	Deser- tion or dis- appear- ance	Inter- perate, im- moral, shiftless or imprisoned	Proper guard- ianship lacking	Sick, crippled, insane, feeble- minded or otherwise physically or mentally incapable	Unable to give child home care, at service or seeking employ- ment	Out of work, insuf- ficient earn- ings, large family	Not free to work as wage- earner	Indefi- nitely stated as "desstitu- tion," "Unable to support"	Depend- ency due to civil condi- tion	Child sick or in need of special care	Child delin- quent, ungov- ernable or vagrant
Half orphan:											
Father living.....	144	227	179	175	718	389	.....	217	.....	16	243
Mother living.....	29	151	131	580	295	352	27	375	.....	24	286
Sex of living parent not stated.....	.....	.....	8	.....	.....	.....	.....	35	.....	.....	.....
Orphan.....	.....	.....	17	.....	.....	.....	.....	.....	358	17	94
Foundling.....	.....	9	9	14	5	5	.....	2	1,818	3	2
Nothing known about parents.....	.....	.....	202	.....	.....	.....	.....	18	.....	.....	1
Total.....	173	387	546	769	1,018	746	27	647	2,176	60	626
											7,175

NOTE.—The numbers in the above table refer to children. Thus, number 144 in first column and first line indicates 144 half orphan children deserted by fathers; number 227 in second column and first line indicates 227 half orphan children having intemperate, immoral, shiftless or imprisoned fathers.

*Discharges*

The number of children discharged from these institutions during the year was 17,968. The manner of discharge was as follows:

Returned to parents or guardians.....	12,461
Placed by the institution in free homes, including those placed out for adoption.....	289
Discharged to take employment.....	622
Transferred to placing-out agencies.....	1,274
Transferred to other institutions.....	934
Returned to committing officers.....	206
Left without permission .....	110
Otherwise discharged .....	90
Died .....	1,982
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Total . . . . .	17,968
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The approximate duration of institution life, and the age at the time of discharge of these children, also classified as to the manner of discharge, are indicated in the following tables:



A. TABLE SHOWING MANNER OF DISCHARGE OF CHILDREN DISCHARGED DURING THE YEAR ENDING SEPTEMBER 30, 1914, FROM INSTITUTIONS FOR DEPENDENT CHILDREN (NOT INCLUDING INFANT ASYLUMS)

LENGTH OF TIME IN INSTI- TUTIONS														
	LESS THAN 1 YEAR			FROM 1 TO 3 YEARS			FROM 3 TO 5 YEARS			OVER 5 YEARS		To		
	Under 2	2 to 5	5 to 12	Over 12	Under 2	2 to 5	5 to 12	Over 12	3 to 5	5 to 12	Over 12			
Age when Discharged	230	1,024	2,834	1,091	21	187	1,442	1,282	18	517	525	363	822	10,266
...	9	8	22	29	2	6	31	21	1	9	8	15	37	198
...	20	52	126	78	18	33	81	84	4	47	63	42	92	740
...	...	...	...	59	...	...	...	121	...	1	140	1	300	622
...	2	16	44	100	...	2	14	5	...	4	4	4	3	201
...	14	77	212	75	...	53	80	37	...	39	31	21	84	673
...	...	...	15	46	...	...	3	18	...	...	12	...	15	110
...	75	35	24	5	...	16	15	12	...	9	5	...	10	221
...	...	...	6	6	...	...	4	17	...	1	10	5	41	90
Otherwise discharged or not stated	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Totals	350	1,212	3,283	1,489	49	297	1,670	1,600	24	628	798	357	1,354	13,111

B. TABLE SHOWING MANNER OF DISCHARGE OF CHILDREN DISCHARGED FROM INFANT ASYLUMS AND HOSPITALS DURING THE YEAR ENDING SEPTEMBER 30, 1914

LENGTH OF TIME IN INSTITUTIONS	LESS THAN 1 YEAR					FROM 1 TO 2 YEARS				FROM 2 TO 3 YEARS		FROM 3 TO 5 YEARS		Totals	
	Under 3 months	3 to 6 months	6 to 12 months	1 to 2 years	2 to 5 years	Over 5 years	1 to 2 years	2 to 5 years	Over 5 years	3 to 5 years	Over 5 years	3 to 5 years	Over 5 years		
Returned to relatives or legal guardians.....	320	224	268	371	529	66	99	86	18	99	18	48	28	31	2,206
Placed by institution in free homes.....	12	5	17	6	7	3	13	7	.....	10	.....	4	3	4	91
Discharged to placing-out agents or agencies.....	10	5	25	24	39	6	127	28	2	133	2	114	6	13	534
Returned to committing officers.	1	.....	2	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	5
Transferred to other institutions, including hospitals.....	7	3	9	6	17	22	5	26	18	7	38	13	37	53	261
Died.....	956	303	261	96	22	1	74	7	.....	28	1	12	.....	.....	1,761
Otherwise discharged or not stated.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Totals.....	1,306	540	582	504	614	98	318	154	38	277	59	191	74	102	4,857

*Census September 30, 1914*

The children remaining in the care of institutions on September 30, 1914, are classified on the basis of the manner of commitment as follows:

## On commitment from courts:

For destitution . . . . .	258
For improper guardianship . . . . .	6,454
For delinquency . . . . .	2,047
On commitment from poor law officers . . . . .	21,900
On request of relatives and guardians . . . . .	5,280
By transfer from list of public charges and otherwise received . . . . .	275
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Total . . . . .	36,214
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## The approximate ages of these children are as follows:

Under one year of age . . . . .	1,321
Between one and two years . . . . .	1,357
Between two and five years . . . . .	4,719
Between five and fourteen years . . . . .	24,709
Between fourteen and sixteen years . . . . .	3,423
Over sixteen years . . . . .	685
	<hr/>
Total . . . . .	36,214
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The duration of their residence in the institutions is approximately shown in the following table:

Retained less than one year . . . . .	12,601
Retained from one to two years . . . . .	7,468
Retained from two to three years . . . . .	5,136
Retained from three to five years . . . . .	5,866
Retained from five to seven years . . . . .	3,114
Retained from seven to ten years . . . . .	1,616
Retained for more than ten years . . . . .	413
	<hr/>
Total . . . . .	36,214
	<hr/> <hr/>

Of this number 2,874 were orphans, 16,060 were half-orphans, 14,287 were children both of whose parents were living, and 2,993 were foundlings or illegitimate children or those regarding whose parents nothing was known. The reports from the several institutions show that of this total number 2,420 were supported entirely by the institution, 3,145 were maintained in whole or in part by relatives or guardians, and 30,649 were supported by counties, cities and towns.

As already indicated in this report, a portion of the dependent children referred to in the above tables are boarding in family homes under the supervision of institutions or societies, their care and maintenance being paid for on practically the same basis as if the children were maintained in the institutions. The advantages of good homes and of well-managed small institutions as compared with large congregate institutions for the training of children are recognized by those who have seen the influence of the congregate method of training, which was in former years so commonly followed, and which even now affects a large proportion of the juvenile wards of the State. The following table shows the conditions under which the 36,214 children reported as in the care of institutions and societies on September 30, 1914, are maintained:

	Under 5 years of age	Between 5 and 14 years	14 years and over	Totals
Boarded in family homes.....	2,779	1,210	67	4,056
In institutions of not more than 30 children each (19).....	65	291	74	430
In cottage institutions having not more than 30 children in each cottage (9).....	107	1,855	666	2,628
In institutions of from 31 to 50 children each (20).....	166	583	44	793
In institutions of from 51 to 100 children each (21).....	396	1,016	145	1,557
In institutions of from 101 to 200 children each (35).....	1,132	3,225	641	4,998
In institutions of from 201 to 400 children each (24).....	957	5,196	573	6,726
In institutions of from 401 to 600 children each (11).....	1,263	3,572	363	5,198
In institutions of from 601 to 1,000 children each (5).....	309	2,932	388	3,629
In institutions of over 1,000 children each (5).....	223	4,829	1,147	6,199
<b>Totals.....</b>	<b>7,397</b>	<b>24,709</b>	<b>4,108</b>	<b>36,214</b>

### Scholastic and Industrial Training

In many of the institutions a large proportion of the children are retarded from one to three years behind the grade in which normal children of the same age are usually found in the public schools. This is due in part to lack of or irregularity in school attendance previous to admission, in part to the fact that some of them

are more or less mentally deficient, and in part to the failure to provide a high grade of teaching for them. Many of the school classes in the institutions are too large even for normal children, and frequently the equipment is meagre, whereas small classes and good equipment are needed for successful work with backward or deficient children.

The need of manual and industrial training for children has been recognized by the public schools of the country, and prevocational courses have been organized for children under sixteen years of age in New York and other cities. The institutional child, being without the incentives for individual effort that the child in the average home has, is the more in need of special courses to secure his interest and develop his initiative. Classes in woodworking and gardening for boys, and in cooking, sewing and general housework for girls, have been organized in most of the institutions caring for children over twelve years of age, but with few exceptions these courses need to be much further developed and to be made more practical and thorough.

It should be stated on the other hand that the per capita amounts paid from public sources for the maintenance of inmates of private charitable institutions is rarely sufficient to reimburse the institutions for the actual cost of the care and the training provided. The Board is in favor of the granting of adequate rates to the private charitable organizations for the maintenance and needed training of inmates committed thereto, and of requiring a high standard of service in return.

The improvements made in recent years have included not only better buildings and equipment but, in addition, facilities for modern methods of training. In some institutions provision has been made for scholastic and industrial training of a high order, and the social training is also receiving more attention. Among the institutions that have during recent years made great advances in social and industrial training of children are: The Lincoln Agricultural School, Lincolndale; St. Christina Industrial School, Saratoga Springs; the Hebrew Sheltering Guardian Society Orphan Asylum, Pleasantville, and the Berkshire Industrial Farm, Canaan. Other institutions established on the cottage plan, and thus providing to a degree the surroundings of home life to the inmates, are: The Albany Orphan Asylum, Albany; Colored Orphan Asylum

and Association for the Benefit of Colored Children, Bronx; the Five Points House of Industry, Pomona; Hope Farm, Verbank; Howard Orphanage and Industrial School, Kings Park; Jewish Protectory and Aid Society, Hawthorne; New York Juvenile Asylum, Chauncey, and the Rochester Orphan Asylum, Rochester.

### Children in Foster Homes

The extent of the work of placing children in free homes or at employment performed by institutions for children and private agencies for placing-out children, as reported to this board, is as follows:

	Children placed in free homes during the year	Children in free homes under supervision on September 30, 1914	Children in boarding homes under supervision on September 30, 1914
Angel Guardian Home for Little Children, Brooklyn.....			500
Brooklyn Children's Aid Society, Brooklyn.....	35	52	236
Brooklyn Hebrew Orphan Asylum, Brooklyn.....			78
Catholic Home Bureau, Manhattan.....	202	1,490	
Children's Aid Society, Manhattan.....	557	2,025	12
Children's Aid Society, Rochester.....	32	134	250
Five Points House of Industry, Manhattan.....	3	5	246
Hebrew Orphan Asylum, Manhattan.....			229
Hebrew Sheltering Guardian Society, Manhattan.....		1	307
New York Catholic Protectory, Manhattan.....	207	267	
New York Foundling Hospital, Manhattan.....	461	5,205	1,585
New York Nursery and Child's Hospital, Manhattan....			625
Susquehanna Valley Home and Industrial School for Indigent Children, Binghamton.....	18	71	
Other institutions for children.....	810		
State Charities Aid Association, New York City.....	216	906	
County agencies under control of local committees of the State Charities Aid Association.....	13	32	72
Total.....	2,554	10,188	4,140

### Private Reformatories

During the year ending September 30, 1914, 4,671 inmates were cared for in thirteen private and two municipal reformatories in which women and children were received. Of this total number 3,518 were public charges and 1,153 were cared for at the expense of the institutions or of relatives or friends of the inmates. The Brooklyn Disciplinary Training School for Boys was closed on September 1, 1914, and the George Junior Republic was reported temporarily closed and all the inmates discharged prior to September 30, 1914. The number of inmates present on September 30, 1914, in the twelve private reformatories and the Jefferson Farm

School, which is under municipal control, and their classification by age and sex, are shown in the following table:

	Women over 21	Girls 16 to 21	Boys under 16	Girls under 16	Total
Asylum of Our Lady of Refuge, Buffalo	46	39	.....	27	111
City of	319	139	.....	43	501
an	291	72	.....	13	376
House of	.....	.....	.....	42	42
se of the	.....	53	.....	118	171
.....	.....	25	.....	32	57
.....	80	28	.....	40	104
.....	.....	19	.....	.....	19
and Refor-	88	79	.....	10	177
n.....	61	46	.....	.....	107
matory of	72	43	.....	15	130
.....	.....	25	.....	33	58
.....	6	23	.....	.....	29
<b>Totals.....</b>	<b>912</b>	<b>569</b>	<b>19</b>	<b>332</b>	<b>1,832</b>

In addition certain institutions classed as homes for children and temporary homes reported inmates committed for delinquency and present on September 30, 1914, as follows:

*Homes for Children*

	Boys 16 to 21	Girls 16 to 21	Boys under 16	Girls under 16	Total
Berkshire Industrial Farm, Canaan	.....	.....	33	.....	33
Young	.....	.....	.....	19	19
a Lake,	1	.....	1	.....	2
.....	.....	.....	.....	3	3
School,	.....	21	.....	31	52
.....	39	.....	205	.....	244
.....	.....	2	.....	7	9
a.....	25	7	930	54	1,026
.....	62	.....	316	.....	378
lo.....	.....	2	.....	24	26
.....	1	.....	28	.....	29
Roman	.....	.....	.....	.....	.....
stion of	6	.....	141	.....	147
Idolph.	.....	6	28	13	47
<b>Totals.....</b>	<b>144</b>	<b>38</b>	<b>1,682</b>	<b>151</b>	<b>2,015</b>

*Temporary Homes*

	Women over 21	Girls 16 to 21	Girls under 16	Total
House of Shelter, Albany.....	2	13	3	18
Ingleside Home for Reclaiming the Erring, Buffalo.....	11	.....	.....	11
Prison Gate Mission and Salvation Army Rescue Home, Buffalo.....	5	1	.....	6
Total.....	18	14	3	35

The Brooklyn Training School and Home for Young Girls, the New York Catholic Protectory, the St. Vincent Industrial School, the Society for the Protection of Destitute Roman Catholic Children, and the Western New York Society for the Protection of Homeless and Dependent Children also care for children committed for destitution, and are without facilities for the separation of the two classes, while the temporary homes are in general equipped for the care of the unfortunate, rather than the training of the delinquent. Other homes for destitute children report 21 boys and 11 girls under sixteen years of age in their care at the close of the year. The total number of delinquent women and children thus reported in institutions not designed for such inmates, or in which destitute children are also received is 1,335. The progress made by the State in providing additional facilities, such as exist for delinquent boys at the State Agricultural and Industrial School, at Industry, and for delinquent girls at the New York State Training School for Girls, at Hudson, has been much too slow, and an increase in the State's provision for the care of delinquent women is urgently needed.

*Hospitals*

The private hospitals under the supervision of the Board reported a total of 278,944 patients cared for during the fiscal year, of whom 72,864 were public charges, 148,337 were paying patients, and 57,703 were free patients. The aggregate number of days' care provided was 4,968,939 and 12,960 patients remained under treatment at the close of the year. In the 181 institutions of this class are 138 general hospitals, many of which provide separate departments for special cases, 7 hospitals for



the treatment of the eye, ear and throat, 7 hospitals for children, 12 for women and children, 13 hospitals, sanatoria and preventoria for consumptives, and 4 other special hospitals. The result of the establishment by the Board in 1910 of standards for air space and floor space in public wards of private hospitals has been a material improvement in the conditions under which poor patients are treated in many of these institutions. Although there has been an increase in the number of patients under treatment there has been a larger increase in the bed capacity, and the serious overcrowding which was reported in 1910 has been almost entirely overcome. In many cases there have also been much improvement in the equipment and an increase in the administrative staff. The present conditions are in most instances very satisfactory in other respects.

The fresh air homes, homes for the aged, temporary homes, and miscellaneous institutions in which inmates are retained for care are with few exceptions in excellent condition, and their work, in common with that of other classes of institutions, has grown both in the number of inmates cared for and in the scope of their undertakings. Among all classes of charitable institutions is seen the development of more effective methods of indoor care and of such social service activities as home nursing, convalescent care, home finding for young children, employment finding for adults, and material relief to aid in preventing the breaking-up of families, particularly where the mothers of young children would otherwise be compelled to neglect their households in order to become wage-earners. While private social agencies are in some localities doing much in this direction, unfortunately public officials are not permitted to give, except to a limited extent, that relief in homes which would be for the best interests of the community.

### NEW CORPORATIONS

During the year 1914, pursuant to the provisions of section 9 of chapter 57, Laws of 1909, constituting chapter 55 of the Consolidated Laws, the Board approved the incorporation of the following institutions, societies and associations:

1. "Cayuga Preventorium, Inc.," principal office in the city of Ithaca, Tompkins county, N. Y. Incorporated "To care for

children who are predisposed, or have been exposed, to tuberculosis, and to acquire, take, hold and possess, by purchase, grant, gift and will, lands, buildings, equipment, property, money and endowment for the purpose." Approved January 14, 1914.

2. "Convent of Saint Basil the Great, Incorporated," principal office in the Borough of Manhattan, county, city and State of New York. Incorporated "For the purpose of founding and maintaining a convent for Greek Catholic nuns and to care for orphan children of Greek Catholic parentage." Approved March 5, 1914.

3. "Harlem Home of the Daughters of Israel," principal office in the Borough of Manhattan, city, county and State of New York. Incorporated "To establish, erect and maintain a home for poor and aged Hebrews; to care for and support such poor and aged persons as aforesaid who may be admitted as inmates thereof; to minister to their comfort, health and physical and mental well-being; to engage and procure for them such medical and surgical treatment, and to obtain the services of such nurses and such other attendants and servants as may be necessary or proper for the above-named purposes. To acquire by grant, gift, purchase, devise or bequest, and to hold or to sell or otherwise dispose of, such property, either real or personal, as the corporation may find necessary or proper for its said purposes; and to do any other act or thing necessary or proper to be done in carrying out the purposes for which this corporation is organized as aforesaid." Approved March 5, 1914.

4. "The New York Osteopathic Clinic," principal office, Borough of Manhattan, city, county and State of New York. Incorporated "To establish and maintain a dispensary." Approved March 5, 1914.

5. "Neighborhood House of Hoosick Falls," principal office in the village of Hoosick Falls, Rensselaer county, N. Y. Incorporated "To carry on social and neighborhood work; also to maintain a day nursery; to conduct an organized effort to improve the moral, mental and physical condition of the people of the community; to own and maintain a house where all work of the corporation shall be centered." Approved March 5, 1914.

6. "Bronx Maternity Hospital," principal office Borough and

county of the Bronx, city and State of New York. Incorporated "To establish, maintain and operate a maternity hospital or lying-in asylum for the treatment of obstetrical, gynecological and paediatric cases with all the powers and privileges of such an institution." Approved June 16, 1914.

7. "Florence Crittenton League, Inc.," principal office Borough of Manhattan, New York City. Incorporated "To voluntarily aid and encourage destitute, homeless and depraved women and men to seek reformation of character and respectability and to reach positions of honorable self support, and especially to provide for women and young girls who have led profligate lives, or having been betrayed from the path of virtue are sincerely willing to reform, temporary homes and employment until they can be restored to friends or established in honest industry; also to establish homes for working girls; and for those purposes to carry on such homes, industrial enterprises and such other instrumentalities as may be adapted thereto." Approved June 16, 1914.

8. "The Ulster County Committee on the Prevention of Tuberculosis, Inc.," principal office, Kingston, N. Y. Incorporated "To maintain or to associate in maintaining a hospital, camp or sanitarium for the treatment and care of those afflicted with tuberculosis; such hospital, camp or sanitarium to be situate in or near the city of Kingston, New York, and to be maintained primarily for the benefit of residents of the county of Ulster; to contract with city, town or county, individual or corporation, for the care of tubercular persons; to associate or affiliate, as a sub committee or otherwise, with the State Charities Aid Association; to employ visiting nurses and physicians and to engage itself generally in the fight against tuberculosis; and for the aforesaid purposes to take, acquire and receive by deed, grant, gift, devise or bequest, real and personal property." Approved June 16, 1914.

9. "Jewish Sheltering Home of Rochester, N. Y., Inc.," principal office, Rochester, N. Y. Incorporated "For the erection and establishment of a home or asylum for the care and maintenance of Jewish children deprived of either or both parents, or without adequate means of support." Approved June 16, 1914.

10. "The Queen's Daughters of Yonkers, New York," principal office in the city of Yonkers, Westchester county, N. Y. In-

corporated "To promote the performance of works of charities and of mercy; the relief of the poor; the establishment and management of the homes and refuges for the needy; particularly the maintenance of a day nursery in the city of Yonkers, New York, for the care and shelter of children of the poor; and the performance of kindred works." Approved June 16, 1914.

11. "Plattdütsche Altenheim-Gessellschaft von Brooklyn und Umgegend" (Plattdütsche Old Folks' Home Association of Brooklyn and Vicinity), principal office, Borough of Brooklyn, county of Kings, city and State of New York. Incorporated "To erect and maintain a home for the aged, in which old men and women, who are affiliated with the Plattdütsche Volkfest-Verein, will find a place of refuge, and to that end to acquire, hold, mortgage, own and dispose of any and all property, assets, stocks, bonds and rights of any and every kind." Approved July 6, 1914.

12. "Mamaroneck Society for Lending Comforts to the Sick, Inc.," principal office in the town and village of Mamaroneck, county of Westchester, N. Y. Incorporated "To have and maintain one or more district nurses and a suitable dwelling in which she or they are to live; to provide, furnish and maintain a room or rooms wherein physicians may perform minor operations; to acquire articles suitable to be loaned to sick persons and to, under proper restrictions, loan the same to such persons; to have such other property and perform such other acts as may be necessary and incidental to those hereinbefore enumerated, without pecuniary profit." Approved July 6, 1914.

13. "Harbor Hospital, Inc.," principal office in the Borough of Brooklyn, city and State of New York. Incorporated "To establish, maintain and operate a hospital for the reception, care, maintenance and giving of medical and surgical advice, aid and treatment to persons afflicted with maladies or physical injuries or physical weaknesses, deformities or infirmities, without respect to race, creed or color." Approved July 6, 1914.

14. "Gordon Maternity Pavilion," principal office in the town of Greece, Monroe county, N. Y. Incorporated "To establish, maintain, manage, carry on and conduct a maternity hospital or lying-in asylum, where women may be received, cared for and treated during pregnancy and to do all and everything necessary,

suitable and proper for the accomplishment of the objects or the operations of any of the powers herein set forth, and to do every other act or acts, thing or things, incident or appurtenant to, or growing out of, or connected with the aforesaid." Approved October 14, 1914.

15. "The Children's Hospital of Rochester, N. Y.," principal office, Rochester, N. Y. Incorporated "To promote the general health of the city of Rochester, N. Y., and particularly the health of the children residing therein, both by specific measures and by assisting and advising the local authorities and by coöperating with other organizations; also by maintaining and conducting a free dispensary for children and a hospital for children, to be known as the 'Children's Hospital;' that all the work of this corporation is to be of a charitable, benevolent and eleemosynary character; that no officer of this corporation shall be entitled to receive any pecuniary profit of any nature from the operation of any of the objects of this corporation, except reasonable compensation for services rendered in effecting one or more of the purposes of the corporation. The corporation, however, shall be entitled to receive legacies, bequests, devises, charitable contributions, and assistance, financial and otherwise, from individuals, corporations and municipalities." Approved October 14, 1914.

16. "The Inner Mission Society of the Evangelical Lutheran Church of Buffalo, N. Y.," principal office, Buffalo, N. Y. Incorporated "To establish and maintain hospices, lodging houses, to engage in general rescue work, to have the care of pregnant women, to have the care of paupers, old or decrepit or destitute persons, to have the care of orphans, destitute and other children, to have the training and maintaining of workers for same, all as charity." Approved October 14, 1914.

17. "Tuckahoe Day Nursery," principal office in the village of Tuckahoe, Westchester county, N. Y. Incorporated for "The establishing and maintaining of a day nursery in the village of Tuckahoe, aforesaid, for the benefit of needy and deserving women and children." Approved October 14, 1914.

18. "Brownsville and East New York Hospital, Inc.," principal office, Borough of Brooklyn, county of Kings, State of New York. Incorporated "To erect, establish and maintain a hospital and dispensary." Approved November 18, 1914.

19. "The Maternity Hospital Society of Brownsville and East New York, Inc.," principal office in the Borough of Brooklyn, Kings county, New York. Incorporated for "The erecting, conducting, establishing and maintaining of a non-sectarian maternity hospital where females may be received, cared for and treated during pregnancy or during or after delivery" and "To establish and maintain a free outdoor service for the care of indigent females, furnishing experienced physicians and nurses during pregnancy or during or after delivery." Approved November 18, 1914.

20. "Broad Street Hospital," principal office in the city of Oneida, Madison county, N. Y. Incorporated for "The purchase, erection, establishment, organization, equipment, management and maintenance of a dispensary, hospital and out-patient department for the care, nursing and treatment of persons who are sick, suffering from accident, infirm or otherwise disabled or helpless, including maternity cases." Approved December 16, 1914.

In addition the board approved amended certificates of incorporation as follows:

1. "Die Deutsche Poliklinik of the City of New York" (The German Polyclinic). Certificate amended by including among the objects of the corporation "The establishment and maintenance of a hospital under the Membership Corporations Law; the said hospital to be located in the Borough of Manhattan, city of New York. Approved June 16, 1914.

2. "The Edgewater Crèche." Certificate amended by providing for an increase in the number of trustees from five to eleven, and "That the corporate purposes and work of said Edgewater Crèche (formerly Bartholdi Crèche), in addition to providing during the summer season fresh air day resorts near the city of New York, with suitable care, for poor children and their mothers or protectors who are prevented by various causes from going to more distant resorts, as contained in the original articles of incorporation, filed January 25, 1890, be enlarged and extended so as to also include during the year the reception of convalescent children or the charge and maintenance of those needing fresh air and intelligent care."

The following applications for the approval of incorporations and of amended certificates of incorporation were denied:

1. "The Dental Dispensary of New York;" denied March 5, 1914.
2. "Independent Daughters of Israel Orphan Asylum of Brooklyn, Inc.;" application for approval of incorporation denied March 5, 1914.
3. "The Manhattan Clinic for the Treatment of Diseases of the Skin;" application for approval of incorporation denied March 5, 1914.
4. "Dixon Home for Aged Colored People, Inc.;" application for approval of incorporation denied March 5, 1914.
5. "International Sunshine Society;" application for extension of corporate purposes denied June 16, 1914.
6. "Italian Charities Society, Voluntarily Assisting and Helping the Aged, Infirm, Widows and Orphans;" application for approval of incorporation denied November 18, 1914.
7. "Dr. Brunor Sanitarium, Inc.;" application for approval of incorporation denied November 18, 1914.

### DISPENSARIES LICENSED DURING THE YEAR

Article 15, chapter 57, of the Laws of 1909, the State Charities Law, constituting chapter 55 of the Consolidated Laws, provides that the licensing of dispensaries in this State shall be one of the duties of the State Board of Charities. In the performance of this duty the following licenses were granted by the Board during the year 1913:

1. Grace Chapel Dispensary, 414 East 14th street, New York City. License issued to St. Luke's Association of Grace Church January 14, 1914.
2. Herman Knapp Memorial Eye Hospital Dispensary, 500 West 57th street, New York City. License issued to Herman Knapp Memorial Eye Hospital January 14, 1914.
3. New York Dispensary, 34-36 Spring street, borough of Manhattan, New York City. Relicensed at new address March 5, 1914.
4. Department of Health Clinic for Children, Public School No. 21, 222 Mott street, Borough of Manhattan, New York City.



License issued to Department of Health of the city of New York April 15, 1914.

5. Department of Health Clinic for Children, Public School No. 144, 78 Hester street, Borough of Manhattan, New York City. License issued to Department of Health of the city of New York April 15, 1914.

6. Department of Health Clinic for Children, 689 Bay street, Stapleton, Borough of Richmond, New York City. License issued to Department of Health of the city of New York, April 15, 1914.

7. Department of Health Whooping Cough Clinic, 29 Third avenue, Borough of Brooklyn, New York City. License issued to Department of Health of the city of New York, April 15, 1914.

8. Department of Health Clinic for the Diagnosis of Venereal Diseases, 149 Centre street, Borough of Manhattan, New York City. License issued to Department of Health of the city of New York, April 15, 1914.

9. Flushing Clinic of the Department of Health, 110 Broadway, Flushing, New York City. License granted to Department of Health of the city of New York, June 16, 1914.

10. Middle East Clinic of the Department of Health, 233 East 57th street, Borough of Manhattan, New York city. License granted to Department of Health of the city of New York, June 16, 1914.

11. Parkville Clinic of the Department of Health, 974 West street, Borough of Brooklyn, New York City. License issued to Department of Health of the city of New York June 16, 1914.

12. Syracuse Free Dispensary, 610-612 East Fayette street, Syracuse, N. Y. License issued June 16, 1914.

13. Dispensary of the Mamaroneck Society for Lending Comforts to the Sick, 597 Mamaroneck avenue, Mamaroneck, N. Y. License issued to the Mamaroneck Society for Lending Comforts to the Sick July 6, 1914.

14. Department of Health Free Dispensary, 1067 Grant street, Buffalo, N. Y. License issued to the Department of Health of the city of Buffalo July 6, 1914.

15. Department of Health Free Dispensary, University of Buffalo, Dental Department, 25 Goodrich street, Buffalo, N. Y. License issued to the Department of Health of the city of Buffalo July 6, 1914.



16. Department of Health Free Dispensary, Southeast corner of William and Stanton streets (591 William street), Buffalo, N. Y. License issued to the Department of Health of the city of Buffalo July 6, 1914.

17. The Peekskill Welfare Station, 100 Washington street, Peekskill, N. Y. License issued to The Anti Tuberculosis Committee of Associated Charities of Peekskill, N. Y., October 14, 1914.

18. Department of Health Clinic for the Administration of Anti-rabic Treatment, 149 Centre street, Borough of Manhattan, New York City. License issued to the Department of Health of the city of New York November 18, 1914.

19. Department of Health Clinic for the Administration of Anti-rabic Treatment, 29 Third avenue, Borough of Brooklyn, New York City. License issued to the Department of Health of the city of New York November 18, 1914.

20. Urologic Hospital and Out-Patient Department and Tuberculosis Examining Station, Municipal Hospital, 770 East Ferry street, Buffalo, N. Y. License issued to the Department of Health of the city of Buffalo November 18, 1914.

### PLANS FOR BUILDINGS APPROVED

During the past year the Board approved plans and specifications for new buildings and improvements in connection with public charitable institutions and private institutions in which it is proposed to care for and maintain inmates at public expense (with the proviso in the case of each public institution that the expense should not exceed the appropriation therefor), as follows:

The following were approved by the Board as presented, without change:

1. United Hospital, Port Chester; fire escapes. Approved January 14, 1914.

2. United Hospital, Port Chester; finishing attic in Nurses' Home building. Approved January 14, 1914.

3. House of Calvary, Mt. Hope avenue and 176th street, Bronx; new building. Approved January 14, 1914.

4. Brooklyn Home for Blind, Crippled and Defective Children, Port Jefferson, Long Island, N. Y.; one story fireproof building. Approved March 5, 1914.

5. Salvation Army Rescue and Industrial Home for Women, 316-318 East 15th street, Manhattan, New York City; reconstruction. Approved March 5, 1914.

6. Syracuse Hospital for Women and Children, Syracuse, N. Y.; alterations. Approved March 5, 1914.

7. Verbank Farm School (branch of the Colored Orphan Asylum and Association for the Benefit of Colored Children in the City of New York), Verbank, N. Y.; fire escape. Approved April 15, 1914.

8. Shelter for Unprotected Girls, 206 Roberts avenue, Syracuse, N. Y.; reception quarantine quarters. Approved April 15, 1914.

9. Crippled Children's Guild of Buffalo, Buffalo; porch. Approved April 15, 1914.

10. Good Samaritan Hospital of Suffern, N. Y.; two-story and basement addition. Approved June 16, 1914.

11. St. Vincent's Hospital of the City of New York, Manhattan Borough, New York City; fire escapes. Approved June 16, 1914.

12. St. Lawrence County Almshouse, Canton; heating plant and alterations to main building. Approved June 16, 1914.

13. Syracuse Home Association, Syracuse, N. Y.; fire escapes. Approved July 6, 1914.

14. Lutheran Children's Home and Hospice Society, Buffalo, N. Y.; three-story and basement building of fireproof construction. Approved July 6, 1914.

15. Oyster Bay and North Hempstead Town Almshouse, Hicksville, N. Y.; two-story and basement fireproof building of the pavilion type. Approved October 14, 1914.

16. Brooklyn Hospital, Brooklyn, N. Y.; four-story basement and sub-basement known as West Pavilion; five-story basement and sub-basement building known as East Pavilion; one-story basement and sub-basement pathological building; four-story and basement nurses' home building; three-story and basement power and service building; all buildings fireproof. Approved October 14, 1914.

17. New York Juvenile Asylum, Chauncey; Cottage "DD." Approved October 14, 1914.

18. Lockport City Hospital, Lockport; nurses' home. Approved October 14, 1914.

19. Onondaga County Almshouse, Onondaga, N. Y.; three-story and basement fireproof dormitory wing. Approved October 14, 1914.

20. Cayuga Preventorium, Ithaca; two-story and cellar frame building. Approved October 14, 1914.

21. House of Calvary, New York City; three-story and basement fireproof building to be erected at Featherbed lane and McCombs road, Borough of the Bronx, New York City; plans substituted for those approved by the Board January 14, 1914, as the hospital sold the site at Mount Hope avenue and 176th street. Approved November 18, 1914.

22. Broad Street Hospital, Oneida; fire escapes. Approved November 18, 1914.

23. Methodist Episcopal Hospital in the City of Brooklyn; nurses' home building. Approved December 16, 1914.

The following were approved upon condition that certain changes recommended by the Board's committee on the construction of buildings be made:

1. Long Island College Hospital, Brooklyn; five-story basement and cellar, fireproof building. Approved January 14, 1914.

2. Norwegian Children's Home Association, Gubner street between 86th street and Benson avenue, Brooklyn; two-story brick non-fireproof building. Approved January 14, 1914.

3. German Hospital of Brooklyn, Brooklyn; three-story and basement fireproof building. Approved March 5, 1914.

4. Country Sanitarium for Consumptives (branch of the Montefiore Home), Bedford Hills, N. Y.; fire escapes. Approved March 5, 1914.

5. Madison County Almshouse, Eaton; two-story, attic and cellar building. Approved March 5, 1914.

6. DeGraff Memorial Hospital, North Tonawanda; two-story, attic and basement building. Approved March 5, 1914.

7. Institution of Mercy, Mamaroneck, N. Y.; remodeling building. Approved April 15, 1914.

8. House of St. Giles the Cripple, Brooklyn; three-story and basement and cellar fireproof building. Approved June 16, 1914.

9. Albany Orphan Asylum, Albany, N. Y.; John D. Parsons, Jr., Memorial Cottage. Approved June 16, 1914.

10. Broad Street Hospital, Oneida; three-story and basement extension. Approved June 16, 1914.

11. Mercy Hospital Association, Hempstead; fire escapes. Approved July 6, 1914.

12. Brooklyn Children's Aid Society; two-story, attic and basement cottage for the Herriman Home, Monsey, N. Y. Approved July 5, 1914.

13. New Rochelle Hospital Association, New Rochelle, N. Y.; alterations. Approved October 14, 1914.

14. Leonard Hospital, Troy; addition to hospital. Approved October 14, 1914.

15. Hope Farm, Verbank, N. Y.; new school building. Approved October 14, 1914.

16. Hope Farm, Verbank, N. Y.; new chapel. Approved October 14, 1914.

17. German Hospital, Lexington avenue and East 77th street, New York City; remodeling building to be known as the "A. Jacobi Hospital for Children". Approved October 14, 1914.

18. New York Polyclinic Medical School and Hospital, 337 West 50th street, New York City; alterations. Approved October 14, 1914.

19. Lockport City Hospital, Lockport; contagious diseases building. Approved October 14, 1914.

20. Our Lady of Victory Infant Home, Lackawanna, N. Y.; maternity hospital and infant asylum building. Approved October 14, 1914.

21. Leonard Hospital, Troy; addition. Approved November 18, 1914.

22. Goshen Emergency Hospital, Goshen; remodeling building. Approved December 16, 1914.

23. Sacred Heart Orphan Asylum, Dobbs Ferry; fire escapes. Approved December 16, 1914.

In addition; reports of progress were made to the Board at its regular meetings by the committee on construction of buildings as follows:

1. Sacred Heart Orphan Asylum, Dobbs Ferry; remodeling two buildings. Report of progress accepted June 16, 1914.

2. Oyster Bay and North Hempstead Almshouse, Hicksville, Long Island; two-story and cellar fireproof building. Report of progress accepted June 16, 1914.

3. Mission of the Immaculate Virgin, Mount Loretto, Staten Island; infant asylum building. Report of progress accepted June 16, 1914.

4. St. John's Orphan Asylum of Greenbush, Rensselaer; addition. Report of progress accepted October 14, 1914.

#### **CERTIFICATE ISSUED PURSUANT TO SECTION 2237, CODE OF CIVIL PROCEDURE**

1. "The Committee of Fourteen", incorporated February 2, 1907, for the "suppression of Raines Law hotels and similar evils," which was extended March 16, 1914, to include the "suppression of commercialized vice." Certificate issued April 15, 1914.

#### **CERTIFICATES ISSUED PURSUANT TO SECTION 5, CHAPTER 468, LAWS OF 1899**

1. "Salvation Army Rescue and Industrial Home for Women," 316-318 East 15th street, New York City. Certificate issued March 5, 1914, to the Salvation Army permitting it to conduct a maternity ward.

2. "Spring Valley Home for Children," Spring Valley, Rockland county, N. Y. Certificate issued July 6, 1914, to the Salvation Army permitting it to conduct a home for children. This certificate was surrendered and canceled October 14, 1914.

3. "The Salvation Army Cherry Tree Home and Farm School for Destitute Children", Spring Valley, Rockland county, N. Y. Certificate issued October 14, 1914, to the Salvation Army permitting it to conduct a home for children.

#### **EDUCATIONAL MOVEMENTS IN THE FIELD OF CHARITY**

##### **The Forty-first National Conference of Charities and Correction**

The Forty-first National Conference of Charities and Correction was held at Memphis, Tenn., May 8 to 15, 1914, with Rev. Graham Taylor of Chicago as president.

The Board was represented by the Secretary and the Superin-

tendent of State and Alien Labor. On May 11th, the Secretary presented a paper on "Uniform Settlement Laws", which will appear as an appended paper to this report, and on May 14th, participated in a discussion on "Adequate Relief to Needy Mothers".

The principal subjects discussed were: "Defectives"; "The Family and the Community"; "Corrections"; "Children"; "Social Hygiene"; "Standards of Living and Labor"; "Public Charities"; "Recreation and Social Progress"; "Neighborhood Development"; "The Culture of Family Life" and "Health".

The Forty-second Conference is to be held at Baltimore, Md., May 12 to 19, 1915, with Mrs. John M. Glenn of New York, as president, and Mr. William T. Cross of Chicago, as secretary.

#### **The Fifth Annual Conference of the American Association of Officials of Charity and Correction**

Memphis, Tenn., was the meeting place on May 7, 1914, of the Fifth Annual Conference of the American Association of Officials of Charity and Correction. Mr. Archibald L. Bowen, Secretary of the State Charities Commission of Illinois, presided over the deliberations of the conference, while Mr. William T. Cross of Chicago acted as secretary.

The subjects considered included the following: "Insane and Mentally Defective;" "Home Relief;" "Administration of Institutions;" "Dependent Children;" and "Correction."

Mr. Joseph P. Byers, Commissioner of Charities and Correction, for New Jersey, was elected president of the Sixth Conference, which is to be held at Baltimore on May 11 and 12, 1914, and Mr. Robert W. Kelso, Secretary of the State Board of Charity of Massachusetts, was elected secretary.

#### **The Fifteenth New York State Conference of Charities and Correction**

The Fifteenth New York State Conference of Charities and Correction was held at Utica on November 17, 18 and 19, 1914, under the presidency of Mr. Abram J. Katz, of Rochester. Mr. Richard W. Wallace, Superintendent of Inspection in the service of this Board, filled the office of secretary.

Topics considered by the conference included the following: "Public Institutions;" "Children;" "Care and Relief of the Poor in Their Homes;" "Public Health;" "Delinquency;" and "Mental and Physical Defectives." Secretary Hebbard of this Board presented a paper on "The Feeble-Minded with Special Reference to Border Line Cases." The attendance at this conference was very large, almost nine hundred delegates having registered during the course of the proceedings, and much interest and enthusiasm were shown.

The conference voted to meet at Albany in November, 1915, and elected Hon. Frank E. Wade, of Buffalo, a member of the State Commission of Prisons, president. Mr. Wallace was again chosen as secretary.

The following general subjects are to be considered at the conference of 1915: "Public Institutions;" "Children;" "Home Relief and Sanitation;" "Standards of Living and Labor;" "Mental and Physical Defectives," and "Delinquency."

#### **The Forty-Fourth Annual Convention of the County Superintendents of the Poor**

The annual meeting of the poor law officers of the State and others affiliated with them, was held at Buffalo, N. Y., on June 23, 24, 25 and 26, 1914. The president of the convention was Mr. Ira T. Tolley, county superintendent of the poor, Greene county, and deputy fiscal supervisor of State charities, Charles E. Weisz, was secretary.

The State Board of Charities was represented by Mr. Robert W. Hebbard, its Secretary, and also by Dr. Robert W. Hill, Superintendent of State and Alien Poor, and Inspector Gertrude E. Hall, in charge of the Board's Bureau of Analysis and Investigation, who had a paper entitled "Eugenics and the Social Problem" on the program.

The following general topics were considered: "The Poor Law;" "Dependent Children;" "The Problem of the Feeble-Minded;" "Widowed Mothers;" "Almshouse Administration;" "Architecture of Public Buildings," and "Forestation."

Mr. W. W. Collins, Superintendent of the Poor of Newburgh, was elected president of the forty-fifth convention, which is to

meet at Alexandria Bay June 22, 23, 24 and 25, 1915. Mr. Charles E. Weisz was reëlected secretary and Mr. F. W. Hollis, treasurer.

### **The Second Capital District Conference of Charities and Correction**

The second meeting of this conference was held at the Ten Eyck Hotel on March 5 and 6, 1914. Mr. Robert W. Hebbard, Secretary of this Board, occupied the office of president, and Mr. Charles H. Johnson of Albany, that of secretary of the conference.

Consideration was given to the following topics: "Children;" "Mental Defectives;" "Sex Hygiene;" "Relief of the Poor in Their Homes," and "Public Health".

The third conference will be held in Albany and at the Troy Orphan Asylum by special invitation of the board of directors of that institution early in March, 1915. The following general subjects are to be considered: "Children"; "Relief of the Poor;" "Delinquency;" "Public Institutions," and "Public Health."

Rev. John T. Slattery of Watervliet was elected president of the conference and Mr. Charles H. Johnson was continued as secretary.

### **APPENDED PAPERS**

The following papers and reports have been accepted by the Board for publication as part of the forty-eighth annual report:

1. Report of the committee on reformatories.
2. Report of the committee on idiots and feeble-minded, including the report on fifty-two border-line cases in the Rome State Custodial Asylum.
3. Report of the committee on soldiers and sailors' homes.
4. Report of the committee on Craig Colony.
5. Report of the committee on the blind.
6. Report of the committee on the deaf.
7. Report of the committee on the Thomas Indian School.
8. Report of the committee on the New York State Hospital for the Care of Crippled and Deformed Children.
9. Report of the committee on sanatoria for consumptives.
10. Report of the committee on State and alien poor; includ-



ing the annual report of the superintendent of State and alien poor with supplementary papers.

11. Report of the committee on placing-out of children with appended statistics.

12. Report of the committee on inspection; including the annual report of the superintendent of inspection.

13. Report of the committee on orphan asylums and children's homes.

14. Report of the committee on dispensaries.

15. Report of the committee on almshouses.

16. Report of visitation of almshouses and public hospitals in the first judicial district.

17. Report of visitation of almshouses and public hospitals in the second judicial district.

18. Report of visitation of almshouses and public hospitals in the third judicial district.

19. Report of visitation of almshouses and public hospitals in the fourth judicial district.

20. Report of visitation of almshouses and public hospitals in the fifth judicial district.

21. Report of visitation of almshouses and public hospitals in the sixth judicial district.

22. Report of visitation of almshouses and public hospitals in the seventh judicial district.

23. Report of visitation of almshouses and public hospitals in the eighth judicial district.

24. Report of visitation of almshouses and public hospitals in the ninth judicial district.

25. Report of the special committee appointed to investigate the affairs and management of the International Sunshine Society submitted to and unanimously adopted by the State Board of Charities at its meeting of June 14, 1914.

26. "Uniform Settlement Laws," by Robert W. Heberd, Secretary of the Board; read at the National Conference of Charities and Correction, at Memphis, Tenn., May 11, 1914.

27. "The Feeble-Minded with Special Reference to Border-Line Cases," by Robert W. Hebbard, Secretary of the Board; read at the Fifteenth New York State Conference of Charities and Correction, at Utica, November 19, 1914.

28. Report of the Salary Classification Commission.

30. Proceedings of the Second Capital District Conference of Charities and Correction.

WILLIAM R. STEWART,  
*President.*

Attest:

ROBERT W. HEBBERD,  
*Secretary.*

Dated, New York, January 26, 1915.

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**REPORT**  
**OF THE**  
**COMMITTEE ON REFORMATORIES.**

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## REPORT

### *To the State Board of Charities:*

The Committee on Reformatories respectfully submits its report for the fiscal year ended September 30, 1914.

Legislative appropriations for the past year have been so limited that neither extension nor much enlargement of general equipment was undertaken at any of the institutions of this class except at the New York State Reformatory for Women, Bedford, and the New York State Training School for Girls, Hudson.

At the New York State Training School for Boys, Yorktown Heights, the delay is more noticeable as this is a new institution not yet ready for the reception of inmates, with little of the building and work under way — thus meaning a standstill, at least a full year of delay.

The several reformatories have been periodically visited and inspected, and we submit attached, under separate captions, a resumé of the reports which show the constructive advance and the present condition.

### *The Society for the Reformation of Juvenile Delinquents in the City of New York, House of Refuge, Randalls Island.*

At this institution the inmates are being reclassified and grouped more satisfactorily than heretofore and this will be continued as far as the physical condition of the plant permits. Careful consideration has been given the new plan by both the refuge officials and the executive committee of managers.

When completed there will be eight divisions of segregated groups, each designated by alphabet instead of number, so subdivided that the several grades will minimize the evils which were found in the less discriminating method of classification heretofore followed, and will especially result in the complete separation of misdemeanants of confirmed type from the more juvenile offenders. Chapter 607 of the Laws of 1913, the new law which permits boys over sixteen years of age to be received, has resulted in a marked increase in the population; for while last year there was an average of only four hundred inmates, the

fiscal year ending September 30, 1914 closed with a census of seven hundred twenty-five.

Of physical improvements effected, the more important were the installation of three new boilers and the building of a pipe line conduit between the boiler house and south wing. Home labor was used materially on the conduit construction. The military equipment has been added to by the purchase of second-hand guns, remodeled in the industrial shops.

Reclamation of meadow land proceeds by filling and top dressing; in time these east acres will be available for truck gardening.

Occupational and industrial activity has assumed a more educational character and the institution in this respect is gradually changing from the former methods of training and adopting more practical ways. To continue this will require a larger appropriation to be available for instruction and special equipment. The increase in numbers of older and stronger boys has called for extension of the work in blacksmithing and similar trades. It is planned to enlarge the vocational instruction and increase the efficiency of the school along more diversified lines.

The combined seating capacity of the several school units makes normal provision for a thousand pupils. The school census indicates that all attend daily scholastic periods except about forty, who have completed the course and are now engaged in industrial work for the entire day. The routine of the day provides ordinarily for a half-day shop session and a half-day of school, including an evening hour each day for special grades.

The chief problem is how best to train the neglected older boys, many of whom are confirmed misdemeanants, and give them the fundamentals necessary to a proper start in life. It is this group for whom individual instruction will best meet the need. With the beginning of the school year (1914-1915) two additional teachers are employed and certain of the class organizations are made more adaptable.

Hospital and reception quarantine are effective and general sanitary conditions as good as the old buildings will permit and the general health for the year has been good.

We recommend for this institution sufficient appropriations to enable it to complete necessary extraordinary repairs and renewals and give it also funds to enlarge its occupational courses by the employment of more highly trained instructors.

*State Agricultural and Industrial School, Industry, N. Y.*

Binet-Simon tests for mentality have been conducted at this school for the past two years, first under the school principal, Miss Shattuck, and more recently with added equipment under the direction of the resident physician. Special statistics are completed at this time for a full year's analysis of newly received boys. Three hundred and fifty-two such records have been made since October 1, 1913, with the result showing that "twenty-four per cent. on entering were mentally retarded at least three years."

Fortunately the scholastic work here is excellently organized and so grouped in the cottage system of small units under a visiting tutor that special attention can be given to individuals more readily than is possible under the congregate system of a graded central school.

School statistics for the past term indicate that 728 were registered at the beginning of the term, 477 entered thereafter, making 1,205 who came for a greater or lesser part of the year under the care and training of the teaching staff. The report of the principal recites that the population is so shifting that out of the 1,205 in hand only 228 were retained for the full school year. Five hundred and twenty-six of the 1,205 successfully passed a full grade's work and 251 more than a grade's work as prescribed by the State Department of Education.

It must be borne in mind that this institution is "dealing largely with the by-product of the public schools and that some 75 per cent. are chronic truants with no interest in school work, with very little idea of how to study, often incapable of sustained attention when received and that many are foreigners with little knowledge of English."

The population of the institution on September 30, 1914, was 678 — a reduction as compared with former years. The bed capacity of the cottages is 770. Younger boys continue in the majority, many of these have spent some time in one or more orphan asylums.

The newly created position of Assistant Superintendent has been filled since January 1, and the executive operations of the school to some extent readjusted.

In the chief positions and in the teaching staff few changes have occurred except in the Agricultural Department. Miss Miller,

the special teacher for these periods, has resigned and the courses have been replanned, so as to make available for instruction purposes the various farm supervisors. The courses will necessarily be less scholarly and complete. Administrative conditions generally are being carefully studied.

The general health of the inmates has been good. In the early part of the year measles prevailed in slight epidemic form but responded to treatment. Hospital equipment in point of nursing staff and medical attention is good. Quarantine and isolation quarters are much too restricted, as the appropriations secured for this improvement were permitted to lapse.

Shop work is continued as heretofore. These industries serve a certain economic need of the institution, but give less real training than a graded arts and crafts course would. It is the plan of the managers soon to establish such a school. In the development of the field of arts and crafts, there is a great opportunity to benefit a group of boys who have a natural liking for mechanics and who do not take readily to farm work.

The season has been favorable for farm operations and excellent harvests are promised. The dairy is growing to be one of the chief features of the farm department. Milk, butter and cheese are large items of home product.

Improvements for the year have been largely items of painting and carpentry repair, road building and general grading and draining of low lands.

We recommend for the coming year appropriations to provide betterments as follows:

(a) A specially planned fireproof building remote from the cottage sections with a capacity of 75 for discipline and special isolation of difficult cases. It should comprehend gymnasium and indoor industrial training.

(b) Increased provision for reception, quarantine and contagion.

(c) Roads, culverts, walks and ponds and building of under and over passes at railroad crossings.

(d) Liberal allowance for extraordinary repairs and renewals affecting lighting, heating and the telephone system and extension of water mains and sewage lines.



*The New York State Training School for Boys, Yorktown Heights*

This institution is not yet open for the reception of inmates. Building operations have not progressed as rapidly as was expected.

Architectural services and final plans have been so difficult to secure that for a greater part of the year little advance was made. Blue-prints and plans have recently been completed for the power house and for several cottages, but the institution has in common with others lost by lapse and veto for reappropriation funds which further delay necessary building operations.

The farm employees and caretakers' force have under direction of the Superintendent developed farming and orchardry in anticipation of the day when inmates may be received and this field of training and labor made immediately available. The present harvest shows a yield of 654 bushels of oats and 35 bushels of wheat. Other fodder crops have done well. The orchard gave a yield of 1,500 barrels of apples which were sold unpicked for \$450.00.

We earnestly hope for the early development of this very much needed training school for delinquent boys and urge that all the items of appropriation affecting building operations, unavoidably lost by lapse, be reappropriated and such additional funds granted as will hasten the completion of the essential buildings so that inmates may be received before the close of the next fiscal year.

*New York State Training School for Girls, Hudson*

Work upon new buildings and other improvements was prosecuted during the past year and gradually the New York State Training School for Girls is nearing completion. The removal of the old Refuge building which occupied one end of the main campus cleared the way for the new school building and this will be opened by January 1, 1915.

It has now inmate cottages and equipment for about four-fifths of its maximum capacity and should be completed at once as it is the only State institution for the reception of delinquent young girls under sixteen years of age and they may be committed from all counties of the State. The work of this school is of such importance that the buildings and equipment provided should be of the best character. "Temporary" structures, or others left partly unfinished, or with important features omitted from the plans in

the hope that they may be completed through future appropriations, are never economical and always cause serious inconvenience. A careful "layout" was made for this institution in 1910 by State Architect Franklin B. Ware, and should be followed so far as possible in the location and character of all new buildings.

The grounds and other outside property of the institution need the protection of an iron fence. The old high board fence around the campus has sagged and is easily scaled by persons seeking unlawful entrance to the grounds and should be replaced by a permanent structure. A new gatehouse is also needed and some small cottages for the men employed in the power plant and as guards or in other service which requires that they shall always be on the grounds. In case of a fire or other grave emergency they cannot render assistance to the women officers, either in the salvage of property or in the control of the inmates. Several small cottages on the grounds would make the men employees available whenever needed. Two small parcels of land adjacent to the reformatory, immediately on the highway, if purchased, would afford suitable locations and at the same time insure greater protection to the property and privacy of the inmates.

#### *Western House of Refuge for Women, Albion*

This institution has a capacity for 250 inmates. The number of inmates October 1, 1913, was 238, and 131 were admitted during the year, making the total number under care 369. In the same period 123 were discharged and four died, leaving 242 present September 30, 1914, of whom fifteen were infants. The average number present during the year was 240.

The institution is full and provisions should be made now for one or more additional cottages. The ultimate capacity intended is for 500 women but it is not expected that accommodations for the maximum number will be needed for five years or more. The older cottages need better fire protection and some structural repairs, and the heating system requires an additional 150 horsepower boiler and general repairs of the steam mains.

The large "Refuge" building, used both as a reception house and for disciplinary purposes, has proved unsuitable for an institution of this character. It should be replaced by cottages, and a special disciplinary building, with soundproof rooms.

*New York State Reformatory for Women, Bedford Hills*

This institution has capacity for 416 inmates. The number of inmates October 1, 1913, was 498 and 307 were admitted during the year, making the total number under care 805. Two hundred and fifty-six were paroled, thirty were discharged by expiration of sentence, two died, twenty-two were transferred to other institutions, twenty infants were placed with their mothers or elsewhere, and twenty were otherwise discharged, leaving 455 present September 30, 1914, of whom twenty-six were infants. The average number present during the year was 502.

Any woman between the ages of sixteen and thirty years convicted of petit larceny, vagrancy, habitual drunkenness, of being a common prostitute, or frequenting disorderly houses or houses of prostitution, or guilty of a misdemeanor, may, if she is not insane or mentally or physically incapable of being substantially benefited by the discipline of the institution, be committed from the first, second, third and ninth judicial districts.

The location of this reformatory does not permit of any further extension of capacity, even if it were advisable to have more than 500 inmates. The rapid growth in the population of Westchester county has made land more valuable for home building than for farming purposes and all the acreage adjacent to the land at Bedford now owned or rented by the State is held at such prices that even if the location were a desirable one for a much greater population, public interests will be better served by the purchase of land elsewhere for the erection of a new institution.

The present equipment, with some modifications and additions, can be made satisfactory for 500 inmates; but if more are received the resulting crowded conditions must surely impair discipline and foster evil. The old reception house, now named Rebecca Hall, has never been a satisfactory reformatory building. It was planned originally as a "cell house" and designed with a wrong conception of the purposes of the institution.

Another serious objection to the continued use of Rebecca Hall as a dormitory is that some of the rooms are occupied by two inmates. Women of the class committed to this reformatory should never be roomed together as the results are frequently bad. The colored women should be segregated from the other inmates and placed in a cottage by themselves.

The State can make no better use of public money than to expend it for the welfare of the whole people, and the entire commonwealth has a vital interest in the reformation of the young delinquents, for under good training they may develop into useful citizens. These reformatories are essentially special schools, and their maintenance, equipment and good management should have the most serious consideration of the Legislature.

Respectfully submitted,

(Signed)

NICHOLAS M. PETERS,  
STEPHEN SMITH, M. D.,  
HENRY MARQUAND,  
*Committee.*

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**REPORT**

**OF THE**

**COMMITTEE ON IDIOTS AND FEEBLE-MINDED.**

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## REPORT

### *To the State Board of Charities:*

The Committee's report for the fiscal year closed September 30, 1914, is respectfully submitted. We review briefly the general administrative progress, physical needs and betterments for the further development of the several State institutions caring for the feeble-minded. The question of the proper care and treatment of the mentally defective and its relation to the larger interest of race welfare is one of such grave importance that social students, experts and humanitarians generally have been making appeals for attention to this important matter.

We have each year studied and reviewed the situation and urged such physical development and extension of plants, more scientific classification of cases and stricter custodial control as would seem to minimize the danger to the public and still accord to this unfortunate class a normal life within the properly restricted sphere of supervised surroundings.

It is estimated by competent authorities that at least 23,000 defectives of this class are at large in this State.

Untrained, uncared for, unprotected, is the unfortunate lot of many. Incompetent and easily influenced, they are a menace to the public. In few instances, very few, the feeble-minded are partially self-supporting, but for the greater part dependent and, through weak powers of resistance, early graduates to the ranks of the delinquent.

In this State there are nearly 7,000 women of the child-bearing age uncared for. The total census of the feeble-minded in the State, conservatively placed, is about 32,000 — roughly classified these are, according to record, found to be located as follows:

About 5,000 are in State or city institutions, especially designed to care for them; about 4,500 are in the State prisons, county jails, almshouses and reformatories for juveniles.

With so many at large and increasing at twice the rate of the general normal population, especially females, the prognosis is unfavorable for any abatement of the acute situation of the present. Intelligent custodial care and wholesome measures to prevent their procreation is the end to be sought which alike will protect the

unfortunate and safeguard the general public from inherent social dangers.

We anticipate that the careful studies and inquiries of the Commission recently appointed by Governor Glynn, which includes specialists of standing, will further demonstrate the urgency of more comprehensive treatment including extended governmental care and control, to the end that the public may be better protected and less burdened.

It cannot be too emphatically reiterated for publication that crime and pauperism have all too frequently a feeble-minded parentage and a syphilitic history.

Census and inspection returns for the year indicate a gradual increase in the number of delinquents who are feeble-minded accumulating in the several institutions, more particularly males, who unsegregated are more noticeably affecting institutional discipline each year. We feel the time is opportune for such special classification as will relieve the institutions for the feeble-minded of this class.

It has been our endeavor the past few years to bring the several boards of managers of the State institutions together and thus coordinate the interests of the several State bodies dealing with the subject of care of the feeble-minded.

The first conference was held in November of 1908 and plans formulated to effect a more scientifically correct classification of all inmates now under State care.

Frequent changes in the personnel of boards of managers and lack of appropriation for needed extension of plants have operated to nullify largely the end sought to correlate the work and to provide at least protective care for all, especially the women of child-bearing age.

In the early part of this year, we again called a conference which was held at the Onondaga hotel, Syracuse, N. Y., on Thursday, March 19, 1914.

The program included consideration of the following points:

1. A survey of the present situation;
2. Desirable correlation of work;
3. Increase of facilities and the means necessary to secure them.

The following resolutions were unanimously adopted:

WHEREAS, The several State institutions for the feeble-minded are intended to protect the public from the social dangers which



follow in the train of mental defect, and to prevent the moral debasement and abuse of the unfortunate individuals of this class, and

WHEREAS, The increase of the feeble-minded is so linked with other social problems that measures for the segregation of this class of public dependents will favorably affect other public interests and result in moral and economic advantages of inestimable benefit not only to the present but also to future generations, be it

*Resolved*, First, that the slow progress in the expansion of the institutions under our care is due to the difficulty in obtaining requisite appropriations for buildings, land, necessary equipment, and also to the difficulty in obtaining plans for new buildings and improvements, when provided for by legislative appropriations; and in this connection we would respectfully state that the first essential to real progress is a sufficient appropriation of money to permit the work to go forward in a proper manner and that delay in this regard means an increased future expense to the State for the maintenance of feeble-minded.

Second, that on the score of a wise and discriminating economy for which we resolutely stand, for consistency of construction, to avoid unnecessary delay, and so to relieve the situation the more speedily, we urge that the State Architect's plans should, so far as practicable, for each institution, be made *en bloc*.

Third, that we would have the State share our realization of the obligations imposed upon it by the increase of its defective population and that looking towards the discharge of such obligations, we suggest a bond issue to cover the needs, as nearly as they can be anticipated, for the next twenty years.

Fourth, that we recommend a special institution for defective delinquents.

Fifth, that we favor the relocation of the Syracuse State Institution for Feeble-Minded Children upon a site in the proximity of Syracuse, where, by extending its borders, a larger number can be cared for.

Sixth, that we recommend the restoration to the boards of managers of the powers originally conferred upon them whereby they may be vested with a larger measure of administrative control of their respective institutions and so not be compelled to wait upon the convenience of the central departments.

Seventh, that we would keep in sympathetic and mutually helpful touch with the State Board of Charities, whose services we gratefully appreciate.

Eighth, that we would diligently promote the coordination of the boards we represent, and that, accordingly, we request the State Board of Charities to call another conference, such as we have held to-day at such time and place as deemed expedient.

*Resolved*, That a copy of these resolutions be sent to the Governor of the State, to the President of the Senate, the Speaker of the Assembly, the Chairman of the Finance Committee of the Senate and to the Chairman of the Committee on Ways and Means of the Assembly and that a copy of these resolutions be furnished to the press.

It will be appreciated that to meet effectively the situation of present crowded conditions in the several institutions, liberal appropriation by the Legislature is necessary, aside from any other treatment or scheme of tentative relief.

New legislation affecting admission and discharge, which gives the several managing boards enlarged custodial powers, has been enacted this year, and in certain cases, after a court hearing, makes a custodial commitment permanent, as well as enabling the institution to recover absconders.

During a visit to the Rome State Custodial Asylum, the attention of your committee was called by Dr. Bernstein, the Superintendent, to 52 children inmates ranging from 3 to 16 years, as being "border-line" cases. The appearance of many of the children and the possibility that some of them were normal, engaged our attention. An investigation by the Bureau of Analysis and Investigation of our Board has been made of each child, including its parentage, history and environment. A special report prepared on these "border-line" cases is appended hereto. It is hoped that the result will prove of value to the State and to all interested in the subject.

The several institutions for the feeble-minded have each been inspected in detail by the Board's inspector of State Charitable Institutions and reports filed with us showing the status of administrative and general efficiency of the work together with recom-

mendations for future betterment. We give below a resumé of essential points of interest concerning each institution:

*Syracuse State Institution for Feeble-Minded Children,  
Syracuse, New York.*

President, Dr. Edward S. Van Duyn, Syracuse, N. Y.

Superintendent, Dr. O. Howard Cobb.

Restrictions of physical plant at this institution are so acute that many makeshifts are needed to bridge over necessary work from one school term to another. The buildings in addition to being unsuited to the housing of this class of patients, according to modern method, are by reason of their age and grouping especially exposed to fire hazard.

In spite of all equipment for fire protection already supplied, a night fire would mean serious loss of life. Relocation upon a site in the proximity of Syracuse, where development on more scientific lines is possible, is very desirable.

The normal bed capacity, exclusive of hospital, is 550. The census at close of the fiscal year was 284 boys and 291 girls, total 575. The average attendance was 571 as against 551 for the year previous (1912-1913). A waiting list of 90 approved applications is on file.

Sanitary repairs and renewals of a plumbing nature have been made during the year and extensive interior painting accomplished. Minor steam heating lines have been repaired, but much more extensive renewal is needed. The installation of a moving picture apparatus has added much to the weekly amusement program. The population shows a gradual increase of younger children and those of a grade suitable for some education. Stricter examination of applications and the transfer of undesirables after probation has materially altered, for the better, the general average of intelligence in the several school classes. Advancement in scholastic work is noticeable, especially in numbers which is a department in which weakness is usually found. The usual graded elementary work continues with manual training and music suitably alternating. Domestic science efforts recently inaugurated are giving encouraging results, a class of 54 girls being taught daily. Manual training, taught in several advanced branches to both sexes, has resulted in a more finished product and added to

home economies. Home mattress-making, toweling and rug-weaving have been successfully prosecuted. There have been frequent changes in the staff this year, but these in great part were in the interest of a better and more economical service.

During the months of March and April, German measles and pneumonia in epidemic form were to some extent prevalent — two of the latter cases succumbed. In July and August some seventy cases of measles were under isolation and treatment in the hospital all of whom made normal recovery.

The general work of the institution shows efforts in the direction of more exact scientific development. The school has great possibilities and with modern equipment may become the centre of activity of advanced methods in the training and care of the feeble-minded. The greatest need is rebuilding on modern lines. The interim needs to safeguard health and life are additional fire equipment and considerable renewal and protection of the pipe lines in connection with the heating system. A liberal allowance for extraordinary repairs and incidental equipment is also an essential.

*State Custodial Asylum for Feeble-Minded Women, Newark,  
New York.*

President, Henry H. Stebbins, D. D., Rochester, N. Y.

Superintendent, Ethan A. Nevin, M. D.

Delays in building and loss of subsequent appropriations through lapse and executive veto for removal have added to the difficulty in planning for this institution a normal growth so that at least emergent cases of younger women might be received. The inability of the institution to meet normal demand for admission is a matter of serious concern, intensified by a pressure growing more clamorous from all parts of the State.

Legislative appropriations for the year 1911 authorized an employees building; two inmate cottages of 90 capacity each; a cottage for isolation of contagion, etc., and incidental items.

The employees building has been under construction since spring and is not yet completed — progress is slow. The inmate cottages could not be erected as bids received were \$18,000 in excess of appropriation.

The appropriations for 1912 authorized a cold storage plant; additional and renewal boiler capacity; boundary fence, etc.—all of these were lost by lapse and veto for renewal. Architectural plans and specifications were delayed so that no progress was possible, although the managers made every effort to hasten the matter.

The appropriations for 1913 called for facilities for extension of water supply and pipe line service. This work is now receiving attention and progressing favorably.

The usual interior painting, sanitary plumbing renewals and incidental carpentry repairs have been made to buildings, including excellent clothing storage bins for inmates to emphasize individuality of personal property.

Since 1911, no further aid has been given to complete or replan for the increase of capacity. Every effort has been made by the managers to meet the calls for emergent admissions by crowding present dormitories to the limit of safety and by a vigorous insistence on transfer of older cases, who have passed menopause, back to their home county institutions. This latter is a makeshift measure but made available under pressure of present need for emergent cases of younger women. In urging that greater numbers be received one must keep in sight the fact that those already in the institution must be safeguarded according to some sensible standard of right and reason.

Administration and the general personnel show gradual improvement. The personal interest of managers in the periodical conferences with employees is a helpful feature.

The normal bed capacity exclusive of hospital is 788. The census at the close of the year is 808, of which number, owing to special efforts in the industrial department, but 18 remain unemployed.

The question of delinquents and special provision for them still looms up prominently here as in the other institutions caring for the feeble-minded. Physical conditions of plant and the improbability of early building of the two cottages planned for makes difficult any scheme of special care or isolation for the present. The mingling of this class with others indiscriminately increases the disciplinary problems.

Since the enactment of chapter 361 of the Laws of 1914, the institution is given greater powers of custody and retention and with it a strengthening of the policy of distinctive classification.

The health record for several years has been exceptionally good. Employment in the open air and increase of outdoor physical culture work has been a feature in this year's program of care. Increases in attendance are noted in the day school department which has made commendable advance this year.

The pressing needs for the present are sufficient appropriation for the completion of the plans for extension, so bed capacity and auxiliary physical and mechanical equipment may be supplied. It is regrettable that appropriations already secured have been lost through lapse and that thereby the finished institution is still further delayed.

*Rome State Custodial Asylum, Rome, New York.*

President, Dr. Chas. R. Mahady, Rome, N. Y.

Superintendent, Chas. Bernstein, M. D.

Physical betterments for the year have been largely of a painting and carpentry nature, including sanitary plumbing in some of the water sections. The Lamphear farm property recently acquired for isolation purposes has been completely renovated and repainted. It will be necessary under present restricted conditions of room to use this farm house and annex for employees. The present employees' building accommodates 100 people and is occupied principally by married couples; single men and women in the service for the greater part find living quarters in the inmate buildings. Comfortable housing conditions in an atmosphere removed from inmate contact is highly essential in work of this character and, if not provided, reflects more or less uncertainty of stay on the part of employees. This institution is noticeably crowded. It receives inmates of both sexes without age restriction. Its hospital and quarantine facilities are poorly located and limited and for this reason special efforts were made to secure relief from the last Legislature which resulted in an appropriation of \$150,000 for the construction of one dormitory building for the accommodation of additional inmates, with facilities for enlarged infirmary care. We regret to have to report that at this writing

neither plans nor specifications for building have been prepared. Delay in this instance means additional hardship. With no proper facilities for isolation and general crowding in all dormitories it is quite impossible to prevent the spread of infection, especially among children.

The normal bed capacity of the institution is 1,200; the census at this time is men, 969, and women, 452; total, 1,421. The urgency of the need of this building calls for an emergent service on the part of architect and builder.

The tendency of demands for admittance is for the reception of women of the child-bearing age, since the Newark State institution is unable materially to relieve the situation. The court and various city police departments, too, are reported as asking about the reception of delinquents which again emphasizes the growing need of a separate provision for this class of the feeble-minded.

We note again the increasing numbers of available inmates for farm colony activities and would urge the favorable attention of all authorities to this matter in the hope of extending this field of training for the feeble-minded.

General administrative direction is efficient, but the constant changes in personnel indicate an unsettled condition which can be remedied only by better housing conditions for employees. To encourage a higher grade of individual to enter the service and to dignify it, special courses during the past summer were planned for, with clinics to meet the needs of the lecturer. The successful prosecution of such pioneer work must sooner or later reflect to the good of local administration; for it means the encouragement of the workers of a higher grade, those already within the institution, and those to be persuaded to come. Health conditions have been less favorable this year. An epidemic of German measles ran its course in May and June. The hospital and infirmary quarters were inadequate to meet the conditions. The best treatment under the circumstances was adopted. Of necessity, the amusement hall was requisitioned for emergent quarantine needs, which in the absence of needed water sections and sanitary plumbing added to the difficulties of operation. The general medical records indicate that cases of typhoid fever, pneumonia and bronchial difficulties were under treatment and later in the year infec-



tious scalp disease, mumps and whooping cough. Malnutrition cases have diminished materially this year. Pulmonary tuberculosis holds its own and in one degree or another claims about 10 per cent. of the inmate family.

The school and industrial activities are well planned and directed — special features have been introduced to interest a larger number, especially the cripples and the low grades.

The needs of the immediate future for the institution at Rome are largely in the direction of enlarged plant and equipment of which the following are the more urgent:

Enlarged electric equipment; employees building; additional farm colonies; industrial building; addition to boiler house; enlargement of water line and incidental interior plumbing to water sections.

*Letchworth Village, Thiells, New York.*

President, Frank A. Vanderlip, New York City.

Superintendent, Chas. S. Little, M. D.

Progress in physical development of Letchworth Village has been delayed, owing to difficulties experienced in the final development of the plans, specifications and contracts of installation and supervision of the power and heating plant and equipment.

The question of system of heating, whether steam under several plans or hot water, was for some time the centre of controversy between supervising officials and the local managers. The situation called for conference and discussion by experts and this was provided for by a special meeting held in the New York office of the State Board of Charities on January 26, 1914, attended by the State Architect, President of the State Board of Charities, members of the board of managers of Letchworth Village and experts on steam and hot water heating, power and general engineering. The result has been that greater unanimity of opinion and cooperation has since resulted in the mechanical plans and it is hoped that pending correlated work, held in abeyance for so long a period, may now be hastened.

Inmate cottages A, B, C and D have been under construction for some months and promise completion by November. The local field stones used in building have been carefully selected and after



being faced and squared are set in even lines; the appearance is plainly massive.

These buildings will be used as soon as other buildings necessary for domestic uses are available. The capacity will then be increased by 280 beds. Future progress in building and enlargement of capacity will, however, depend upon legislative appropriations. We note this year the loss of appropriations by lapse and executive veto for reappropriation of eight important items, amounting to \$205,541.72, affecting domestic conveniences and needed development of structures necessarily a part of the scheme of present care.

The problems of the institution are many, planning as must be for so great a work on what is in many respects a pioneer venture. Questions of policy, standard of care of inmates and methods of treatment have been given careful consideration by the managers and their action reflects a sincere desire to obtain the best possible results. The present available bed capacity is 100 and the census 97, all males. Commitments for the present are confined to greater New York cases and those of the immediate neighboring counties. Health conditions have been good. Inmates are employed in outdoor occupations largely in connection with the farm, dairy, local land and road improvements.

Maintenance funds in amount as allowed for the year will not enable a larger family of inmates or employees to be provided for, notwithstanding that the new inmate dormitories will be available for an increased number of inmates. We urge reappropriation of the lapsed funds to relieve the awkward domestic situation and hope for the cooperation of all supervising State bodies to the end that this very needful institution may be normally developed.

Respectfully submitted,

S. W. ROSENDALE,

*Chairman.*

STEPHEN SMITH, M. D.,

D. W. BURDICK,

*Committee.*

October 1, 1914.

## REPORT OF THE COMMITTEE ON IDIOTS AND FEEBLE-MINDED ON FIFTY-TWO BORDER-LINE CASES IN THE ROME STATE CUSTODIAL ASYLUM

When the State Board of Charities' Committee on Idiots and Feeble-Minded made its annual visit to the Rome State Custodial Asylum in October, 1913, Dr. Bernstein, the superintendent, brought to the attention of the committee a group of fifty-two children, many of whom he considered "border-line" cases. These children being cleanly and nicely dressed, appeared casually not only more intelligent than the other inmates of the asylum, but to the committee looked like an average group of orphan asylum children, although a number were mouth-breathers. The committee became deeply interested in the matter and unanimously felt, in the interest of humanity, that it was of the utmost importance that each case be thoroughly investigated, for if, in a single instance, there was normality, it would be inhuman to stigmatize such a child as feeble-minded by committing it to a custodial asylum, and also it would be a sufficient compensation for all the labor and expense if even one of these children could be saved from the unhappy fate of condemnation to permanent association with the feeble-minded and the idiotic. It was also believed that a thorough investigation into the individuality of each of such a number of cases ought to furnish some material for reference and comparison to the investigator into similar matters.

There had been brought to the attention of the members of the committee the question whether or not superintendents of the poor were too ready and willing to place normal, or nearly normal, children in State institutions for the idiotic or the feeble-minded, to save the counties the expense of caring for them in orphan asylums; so that the first question which the committee resolved was of importance in the matter, was to investigate the facts as to the commitment of the children.

These particular fifty-two children had been received from twenty-four counties, but inquiry and investigation disclosed no facts to warrant the belief that poor law officers are "unloading" their charges upon the State for the purpose of economy. Vacancies are at a premium in the State institutions and for that reason admission is generally sought for the high grade, socially dangerous class. In nearly all of these cases application to Rome

was the last resort when relatives were unable to care longer for the children and orphan asylums or other homes for dependent children were unwilling to care for them.

The committee feels under obligation to Dr. Charles Bernstein, Superintendent of the Rome State Custodial Asylum, for calling attention to these border-line cases and for the aid given to the officers of the Board in the examination of the children and the investigation made concerning them. In making the examinations of the mentality of these children and in the investigation of their families and past histories the committee availed itself of the Board's Bureau of Analysis and Investigation, and to the services of Dr. Gertrude E. Hall, the head of the Bureau, and of Investigator Marion Collins, we are indebted for the detail of the labor performed.

#### METHOD OF INVESTIGATION

The investigation of the fifty-two children consisted of two distinct parts, first, the study of the family history, and second, the study of the individual child. The family history was obtained by visits to the family when it could be located, consultation of records on file with agencies dealing with the case, and interviews with the committing officers. The study of the children consisted of a mental examination by means of the Binet-Simon Measuring Scale of Intelligence, and a comparison of the results with previous tests made within the last year or two years by the same scale, which gave an opportunity to measure the mental changes in the interim. In individual cases some other tests were used to measure particular traits. These tests are briefly described in connection with the case histories. The children were observed in the wards and officers and teachers were interviewed. Special inquiry was made into the personal habits of the children, for it frequently happens that uncleanness is the element which finally decides whether a child of doubtful mentality shall be cared for in an orphan asylum or refused admission. It may be noted in this respect that in almost every case the brighter children have learned cleanliness in the institution, while the lower grade cases have not benefited in this respect by the training they have been given.

#### CHILDREN TESTED BY THE BINET MEASURING SCALE

It is customary to rate children as feeble-minded who are three or more years retarded by this scale. In December, 1913, when

this list was originally made up, of the fifty-two children, twenty-seven were three or more years retarded and twenty-five were less than three years retarded, whereas in November, 1914, when the second ratings were completed thirty-five are three years or more retarded, and seventeen show a retardation of less than three years. This is due to an increase in the physical age of one year without corresponding mental progress. The younger children are found mostly in the group of less than three years' retardation. It is regarded as especially significant that two of the children, Nos. 2 and 3 have made two years mental progress in the last two years, thus showing that they are developing normally for their age.

Children who pass the Binet tests for the earlier years are not necessarily normal. The sixty-third annual report of the Managers of the Syracuse State Institution for Feeble-Minded Children, for the year ending September 30, 1913, says on this point, pp. 22-23: "The rule that no child who is less than three years behind his normal mental age should be considered feeble-minded must be modified as applied to the children in the institution from seven to nine years of age. We have children rating only one or two years behind at these ages who are distinctly feeble-minded. They develop to this point fairly well, but with increasing years seem to reach their limit and then drop back rapidly." The difficulty which faces those who wish to diagnose and prognosticate the mental condition of children is that their minds seem to develop quite regularly up to a certain point and then to stop developing. In cases of idiocy and imbecility the mental defect is apparent in early childhood, and can be detected without the use of tests; but it cannot be discovered by any mental tests now available whether or not a young child will be a moron. The only method is to wait and see. The tests offer good verification of the mental stoppage as soon as it takes place; but a child of seven, for example, who is destined to be a moron with an eleven year mentality, cannot at the age of seven be certified as a potential moron whose mental development will stop at eleven years. Observation of the child's reaction to his environment and a study of the heredity may make one reasonably sure that the child will not reach normal maturity, and the prognosis may seem bad, and yet the tests may not indicate in early childhood marked signs of mental retardation.

## NEED OF CUSTODY FOR HIGH GRADE CASES

Since morons are relatively numerous among the class of public dependents, it is important to decide on rational treatment of their cases. If they are discharged from institutional care on the ground that their feeble-mindedness is not proven, they may for lack of supervision contract bad habits and even commit crimes. Such a case is that of Jean Giannini who murdered Lydia Beecher, a school teacher in Poland, N. Y., March 31, 1914. Giannini was admitted to St. Vincent Industrial School, Utica, N. Y., August 18, 1913, aged fifteen years and one month, being an incorrigible half-orphan. He remained in the institution almost six months, and was discharged February 6, 1914. On the last day of March he murdered his former school teacher for revenge. During the six months that this boy was a public charge there was ample time and opportunity to study the cause of his incorrigibility, and to find out that he was a moral imbecile, if that was the case. The failure to do this has cost a human life. No one can say what proportion of crimes are committed by irresponsible, weak-minded and epileptic persons, many of whom have been public charges prior to the time of their major offence against society.

Less than a hundred years ago Giannini would have been treated in court as a normal young man responsible for his act. But in his case, perhaps for the first time in history, the plea of feeble-mindedness was made by the defence, and the jury returned a verdict of "not guilty, moral imbecile." Giannini was then committed to the Matteawan State Hospital.

Doubtless a number of criminals are insane, but probably a far larger number are epileptic or feeble-minded, or in some cases possibly both. All such require permanent custodial care, and not a sentence to prison. Epilepsy and feeble-mindedness are now recognized as prolific causes or accompaniments of criminality, petty law-breaking, alcoholism, non-support of families, industrial inefficiency and moral turpitude.

Another case of recent history is that of a Seneca Indian, born June 28, 1898, who was admitted to the Thomas Indian School, September, 1907, and in April 1908, transferred to the Syracuse State Institution for Feeble-Minded Children. In July, 1913, he was paroled from the Syracuse institution, and on February 25, 1914, burned his grandmother's house, after which he was admitted to the Erie County Hospital, February 27,

1914. Wise and permanent custody of feeble-minded persons, whether they have red, white or black skins, will relieve the State of much criminality and public annoyance.

#### IMPORTANCE OF HEREDITY

It was a striking feature of the study of the fifty-two cases in the Rome State Custodial Asylum, that the heredity was found to be almost uniformly bad. The family histories of the children are given in Exhibit A and a brief resumé of the cases is contained in the appended table. The influence of heredity on offspring is today very generally recognized. The Report of the Committee on Applied Eugenics of the American Medico-Psychological Association, June, 1913, says in part, p. 2:

“The consensus of opinion from scientific thinkers on eugenics teaches that the feeble-minded are the result of inherited defect.

“That improvement may be confidently predicted in many, but restoration in none.

“That whether defect be recessive or congenital, the trail of feeble-mindedness is transmitted with certainty.

“That the rate of increase by propagation is more rapid than in normal people, and that the defective class is a self-perpetuating body.

“That the short life of the fatuous need not be expected to stay the increase of defectives, because morons, and not they, are the propagators of type.”

The following family history, that of Charles B., No. 26, is a sample of those collected:

Father, born in a neighboring county, 1883. Seems first to have come to the attention of the people of X when he returned from the Spanish-American War, and has been deteriorating rapidly since. He suddenly married about 1905. He has been abusive to his wife when intoxicated, when sober he is her superior for he is intelligent but too weak-willed to stop drinking. It is said he does not drink as much as many men but he is not able to stand it. He is a familiar figure reeling along on the streets. He has been treated for tuberculosis but in April, 1914, the jail physician pronounced him not tubercular, so it is impossible to commit him to a sanatorium as was hoped.

March 14, 1910, he was committed to jail on complaint of the Superintendent of Poor for non-support because he was a nuisance around the almshouse where his wife was an inmate.

On April 1, he was committed thirty days for vagrancy. May 23, recommitted for thirty days for stealing breadstuff and frankfurters. He was intoxicated at the time. In October, 1910, he was transferred from the hospital, where he had been under treatment for tuberculosis, to the almshouse but he would not stay. March, 1913, he was sent to the penitentiary because found under influence of liquor in a barn with two men who were arrested for stealing. At present he is in X rooming at a saloon, cleaning up saloons for a living and bothering all his relatives by visiting them when intoxicated. He goes to see his wife nearly every day in that condition.

Mother, born in X, 1882, feeble-minded. Medium height, pale blue eyes, sallow complexion, teeth dirty, mouth sunken, general expression dull, silly smile.

Left school when young and lived at home until she was married. Was always untidy, "slouchy," foolish. The opinion of the investigator is confirmed by those who know her, that she is feeble-minded. On longer acquaintance she is said to prove more foolish. The woman for whom she works says: "She doesn't act any older than my own children. If she has a penny she will spend it for candy." She is contented to work merely for a home and a little spending money, the remainder of which she returns after she has bought her trinkets. Sometimes she can clean a room well, at other times it has to be done over again immediately. She is always pleasant and willing to do the best she can and is fair help under the supervision she gets at the rooming house where she works, but the fact that her husband comes to see her so often when intoxicated makes her less desirable as a helper. She is unable to keep house herself, gave the baby poor care, is very easily influenced. It is said that she was married one night simply at the suggestion of the fellow who had been drinking at the time. Her relatives have nearly all disowned her.

Father's father, age, 1914, about seventy. Wheelwright by trade. Is now a janitor. Talks intelligently, is well spoken of and is interested in church work. Home plain but comfortable. Now living with his second wife.

Father's mother, born in a neighboring town. Dead.

Mother's father, born in a nearby city, October, 1844. According to his own statement he has lived in X since he was twenty-one, and has been in the almshouse since April 7, 1909. When young he was of the fast set of X. He gave up high living



when he was comparatively young, but continued to drink all his life, but not enough to make him lose his position of weigher, and later of bookkeeper. In 1909 he had a stroke of paralysis, since which time he has not been able to work. From the hospital he was transferred to the almshouse. When he first came he was unable to walk, but has improved some since. He has been regarded as peculiar for some years, being inclined to act as if he were superior to his old acquaintances. His sister was also in the almshouse a long time, and was a drug habitué, but was afterward sent to a sanatorium, as the people could afford to pay.

Mother's mother, died March, 1912. She is described as a bright woman, and owned some valuable property. The last eight years of life she was insane, but was cared for at home. From her husband's report it seems that she had delusions.

The family history just cited illustrates a fairly typical condition, that of the alcoholic man marrying a feeble-minded woman.

A TABLE CLASSIFYING THE PARENTS OF THE 52 CASES

The vertical columns show the mothers, the horizontal the fathers. In case of a parent having more than one defect, he is tabulated under the first one occurring in the table.

MOTHERS

		F.	I.	A.	Sx.	S.	C.	T.	Ne.	N.	De- serted	Un- known	Total
Fathers...	F.....	3	.....	.....	1	.....	.....	1	.....	.....	.....	.....	5
	I.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	1
	A.....	5	2	.....	2	.....	.....	1	.....	1	.....	2	13
	Sx.....	.....	.....	.....	1	.....	.....	.....	1	.....	.....	.....	2
	S.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1
	C.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	4
	T.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
	Ne.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	N.....	7	.....	.....	.....	.....	.....	.....	.....	3	.....	1	11
	Deserted..	.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	2
	Unknown..	4	1	.....	.....	.....	.....	.....	.....	.....	1	5	11
	Total..	24	4	.....	5	.....	.....	2	2	4	2	9	52

The above table shows twenty-four feeble-minded mothers and only five feeble-minded fathers, while there are thirteen alcoholic fathers. Normal women have not married feeble-minded men, but seven of the men believed to be normal have married feeble-minded women. The fathers classified as unknown include the fathers of the illegitimate children. While there are no criminalistic mothers, there are four such fathers, but on the other



hand there is shown a larger number of sexually immoral women than men. It may be said, however, that evidence of immorality is more likely to be obtained in the case of women than of men.

Fourteen of the children have relatives in other State institutions at the present time and a total of forty-one immediate relatives has been cared for by the State not counting relatives in almshouses or minors in orphan asylums. Ninety-six of the relatives are known to be defective, and in most cases one defect is accompanied by one or more others. Tuberculosis, while appearing on the chart, has not been listed as a defect, but its high incidence indicates a lack of physical vigor and resistance as well as a lack of sanitary living conditions.

#### REACTIONS OF THE CHILDREN TO THEIR ENVIRONMENTS

Twenty-six, exactly half, of the children were in orphan asylums previous to admission to the Rome State Custodial Asylum, and eight of the cases were refused by orphan asylums. The other children came from poor homes and degrading surroundings; their training had been unwise or vicious. All of the orphan asylum children had failed and those in their homes were committed because they were a menace. The only cases in which a reversal of the first diagnosis has been made have been with the young children whose conditions have so changed since they have been in the institution that it is felt that they may have been suffering from a pseudo-feeble-mindedness due to conditions which have since been removed; it is always to be regretted when too young a child is diagnosed as feeble-minded. Some of the children who failed in free homes and were refused by the orphan asylums have reacted well to the institutional routine as it is an environment suited to their needs. Their lives are simple, well ordered and tranquil. The orphan asylum régime was too complicated for them, and life outside an institution offered too many temptations. Other children on the list still show the same traits, though perhaps to a less degree, which made their commitment necessary. Some of the children could not mingle with normal children without detriment to the latter.

The mental retardation of these children is accompanied in many cases by a corresponding physical under-development so that the children both appear and act younger than they actually are. The result is that the first diagnosis of a case is made by the observer who unconsciously measures up the child by its approxi-

mate mental age, then judges his reactions according to that standard. Thus a twelve year old, undersized and under-developed, may appear like a bright seven year old child, and not until the physical age is learned does one realize that the child is mentally retarded. There is hardly a child in the group who could be safely diagnosed by inspection, for many of them are alert and attractive in appearance, and few carry the stigmata of degeneration to a noticeable degree.

During the last year seven of the children have gone out on parole or have been discharged by Superintendent Bernstein acting under the authority of the Board of Managers of the Rome State Custodial Asylum. While in most cases they have not been outside the institution long enough to demonstrate what the final outcome may be, it may be said in general that their present reactions do not differ greatly from those they showed before they entered the institution. Those of school age have been placed in special classes or in the lower grades of the public schools. The older ones are working for maintenance, dependent to a considerable degree upon the patience and good will of their employers.

They will presumably get along fairly well until they are called upon to meet some trying situation or are subjected to some special strain.

One child has died.

#### INTENSIVE STUDY OF THE SITUATION

Having gathered the data on mental status, environment and heredity, a more intensive study of the situation can be made. Here are fifty-two children, who have bad heredities, have reacted badly to past environment, and seventy per cent. of whom are already three or more years retarded by the Binet measuring scale, all possibly of the moron type, although some are too young to warrant such a statement as yet. A moron has the intelligence of from seven to twelve years,\* but never reaches adult judgment or common sense. Morons include many of the criminal class, and persons who are so suggestible that they are unreliable and unstable. Many of these children have shown these traits. Should they be retained in an idiot asylum, the younger of them will not

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\* White & Jelliffe, *Nervous & Mental Diseases*, 1913, p. 203; Healy's definition. Same terminology adopted by the American Association for the Study of the Feeble-Minded.

have a fair chance to show whether they can "make good" as they grow older. While it is an injustice to the public to discharge potential criminals and other irresponsible persons, it is likewise contrary to social ethics to commit as an idiot one who is not proven to be such. If doubtful cases are to be kept in custody until such time as they prove themselves clearly feeble-minded or normal, it is not only fair to them, but the duty of the public to see to it that they have means of development, training and education, and some active association with persons of normal mentality. The majority of these children have no suitable homes, and must in most instances remain institutional cases. The only alternative, if they are released from Rome, is to send them to the Syracuse State Institution for Feeble-Minded Children, which is primarily intended as a school for such cases, or to place them in orphan asylums. But the Syracuse State institution has already refused to accept several of them on the ground that they are unsuited morally to mingle with the children in the Syracuse institution, for some are reported to be bad sexually, others steal, have violent tempers and incendiary tendencies.

Feeble-minded children are of two general kinds, the apathetic, who are easy to control, and the troublesome, who do not respond to moral training. All feeble-minded children are more or less suggestible, and are likely to follow any leadership which presents itself; thus the introduction into a group of apathetic cases of a number who are bright enough to plan mischief and carry it out, is bound to be a source of trouble. The State has no institution for the unstable, trouble-making criminalistic feeble-minded, who are usually morons of rather high grade. Such cases are now to be found in nearly all institutions, including orphan asylums, training schools, reformatories, custodial asylums, and even placing out agencies. They are always problematic, and no satisfactory solution of their cases has been found.

The State Board of Charities has never encouraged orphan asylums to accept or harbor feeble-minded or epileptic children. On the contrary, many orphan asylums properly refuse to admit such children, and promptly discharge those who prove on acquaintance to be feeble-minded, especially of the mischief-making class. This is wise, for the risk of having them about is too great. They are cruel, quarrelsome, likely to set fires and to endanger the other children. As most of these fifty-two children have either been refused by orphan asylums, or have been tried in them and

failed, it does not seem to be a solution of the problem to send them back to orphan asylums, as at present constituted, for there is none which specializes in backward and troublesome children of this class.

#### NEED OF A CLEARING HOUSE

After careful consideration it seems to the committee that the State needs a special clearing house for such children, where they can be kept under observation, examined and trained for as long a time as seems desirable. Each individual case should be diagnosed carefully, and a body of data secured with regard to the early traits of potential criminals, sex offenders and vagrants of the moron type. Therefore, it seems best to recommend that the hopeful ones of these children be made the unit of organization of a new branch of the State's care for the mentally defective viz., a colony and observation station to be located preferably at the Rome State Custodial Asylum. The staff of the colony should be especially qualified to observe and record details of growth and conduct of inmates, and to teach and train them, with the hope of bringing them up to their fullest measure of responsibility and efficiency.

Furthermore, in the present crowded condition of the State institutions it is desirable that those who are proposed for commitment as feeble-minded or epileptic should be examined as to their heredity, to see if the condition is congenital, or traumatic or in some other way accidental, for until there is room for all, the most pressing cases should be carefully selected for early admission, and cases due to heredity, which are therefore capable of transmitting the defect, require prompt and permanent custody.

A complete investigation of family history and personal reaction to social environment, made in behalf of each person admitted to a custodial asylum, would give the superintendent of the institution valuable information as to the heredity and traits of the individual and would serve as a basis for the assignment of suitable training. We, therefore, recommend that as soon as a sufficient number of investigators is available, the Bureau of Analysis and Investigation be charged to investigate the heredity and past environment of all persons who are proposed for commitment to any of the State custodial institutions, and report thereon to the State Board of Charities, which in turn can transmit useful

information to the superintendents of institutions. We would also urge upon the Legislature the need of providing additional investigators for this most important work. A special reason for making early investigation is disclosed in the present study, for parents and relatives, if they move about, are soon lost sight of, and a family history cannot be reconstructed readily after a family has gone to pieces, and its members dispersed.

As these particular fifty-two cases have been the subject of study and observation extending over a year, it would be well to continue the study at regular intervals for several years. In this way a continuous and complete history of these cases may be obtained which should throw light upon the early traits and possible future of similar cases. Systematic applications of mental tests would measure the rate of mental progress and the age at which it stops. It may be noted that significant changes in the status of these children have occurred in the last year.

#### SUMMARY OF WORK DONE

We refer to the condensed histories given in the Summary hereto annexed, and also to the detailed history of each case to be found in Exhibit A following the Summary. It will be seen that of the fifty-two cases one died and seven others, who were over ten years of age, were paroled or discharged by the Board of Managers of the institution. The State Board of Charities had no part in the discharge of these cases, but has caused a visit to be paid to each one to ascertain how they react in their new environments. Of the three boys paroled one is working at the same place with his father, another is in the second grade at school, and the third is in a special class. The paroled girl is working for her board by taking care of children. The three discharged cases include one in the first grade but troublesome in school, one unable to do first grade work and a member of a special class, and one who does not attend school and who also does not work. These children are reported to have conducted themselves fairly well, but all seem to need good supervision in their homes to assure their good conduct. Inasmuch as they are border-line cases it is most desirable that their progress should be observed in order to guide the future policy of the State in the disposition of similar cases, and the Committee recommends that their histories be studied from time to time. Of the forty-

four remaining in the institution at least five are found on examination to be so nearly normal as to make it desirable to remove them from their present environment and place them in family homes or at least in orphan asylums, so that their daily association with the feeble-minded may be discontinued and that they may have full opportunity to attend school and gain the normal experience of children of their ages. In eight other cases there seems good hope that the children may recover if they are given special attention and careful teaching, and the Committee recommends that these be made the nucleus of the new Clearing House, that they be placed under special training at the Rome State Custodial Asylum and that frequent examinations of their mental progress and social reaction be made by the Bureau of Analysis and Investigation, to determine as closely as possible just how much improvement they make, in the hope that they may later be discharged and restored to society. Thirty-one cases appear to be sufficiently feeble-minded to warrant their continued custody in the institution. These also should receive further examination to see whether their minds show any awakening or whether the advance of years confirms the early belief in their mental deficiency.

A study of Exhibit B, which gives the institutional histories of a series of feeble-minded persons who were finally recognized as such and placed under custodial care, shows that there is need in this State for better diagnosis of cases, when persons are first committed to an institution, particularly children, as their whole future is at stake. Success in life or failure is found to rest more on mental and moral stamina than on the labor market or any other extrinsic circumstance, much as these sometimes modify prosperity. The Report of the Committee on Applied Eugenics, cited above, says in this connection, p. 5:

"Sociologists searching for the cause of poverty have given little thought to mental defect. Alcoholism, criminal instinct, environment and avaricious employers have each been attacked, passing over the inherent organization of the individual that craves alcohol, invites crime, selects environment and makes him unemployable. Back of it all lies mental defectiveness, the principal asset of commercialized vice. The problem of the feeble-minded is first in importance of all public questions."

Through the initiative of Dr. Max G. Schlapp, the Department of Public Charities of the City of New York, in 1912, established



a Clearing House for Mental Defectives. The State Board of Charities has in its Bureau of Analysis and Investigation a department which is at the service of the institutions and poor law officials in the State to help them in the diagnosis of perplexing cases of mental and moral defectiveness. The Bureau has already rendered service in this way to a number of institutions and poor law officials.

The Committee desires, in closing its report, to express the opinion that the State has need of more complete methods of diagnosis, especially of cases which require prolonged observation, and urges for the serious consideration of the Board its recommendation that an observation colony be established preferably at the Rome State Custodial Asylum as an important step toward the establishment of an adequate Clearing House system for actual or potential mental defectives in the State of New York.

SIMON W. ROSENDALE, Chairman,

STEPHEN SMITH, M. D.,

D. W. BURDICK,

*Committee on Idiots and Feeble-Minded.*

#### EXPLANATION OF TERMS USED IN THE SUMMARY

Mental age, based upon the Binet Measuring Scale of Intelligence, 1911 American revision. Each year comprises 5 points and additional points are shown in the table after the decimal. Thus 5.4 in the column under the mental age indicates a mental age of five years and additional four points.

Mental retardation is the difference between the physical and mental age when the physical age is under 12. When the physical age is over 12 the retardation is not computed as the Binet Scale does not measure satisfactorily beyond 12 years.

Progress in the last year is based upon the comparison of former tests given within the last year or two years and the ones given in November, 1914.

Craig Colony — Craig Colony for Epileptics.

Hudson — New York State Training School for Girls, Hudson.

Newark — State Custodial Asylum for Feeble-Minded Women.

Rome — Rome State Custodial Asylum.

Syracuse — Syracuse State Institution for Feeble-Minded Children.

A — Alcoholic.

B — Blind.

C — Criminalistic.

D — Deaf.

E — Epileptic.

F — Feeble-minded.

I — Insane.

Ne — Neurotic.

S — Syphilitic.

Sx — Sexually immoral.

T — Tubercular.



**SUMMARY OF FIFTY-TWO CASES FROM ROME STATE CUSTODIAL ASYLUM, ARRANGED ACCORDING TO DEGREE  
OF RETARDATION**

CASE NUMBER	November, 1914				Personal history	Reasons for commitment	Present conduct at Rome	Family history	Legitimate	Occupation	Remarks
	Age		Re-tardation	Pro-gress in last year							
	Phys-ical	Men-tal									
I. NO EVIDENCE OF FEEBLE-MINDEDNESS											
1. Joseph W....	4	4.5	1	1					Yes	Yes	Normal in size and appearance.
2. Elmer D.....	7	7	1	1					Yes	Yes	Has tested normal by Binet tests for last two years.
3. Harold H.....	6	8.1	1	1					Yes	No	Former condition due to S.
4. Edward B. ....	5	4.2	1	1					Yes	No	Too young for a definite diagnosis.
5. Edward S.....	5	3.4	1.1	.1					Yes	No	Too young for a definite diagnosis.
II. IN NEED OF REGULAR TRAINING AND FURTHER SUPERVISION WITH VIEW TO RESTORATION											
6. Edward T....	7	6	1	1.3	3 Sent to Rome from orphan asylum. Considered P. at orphan asylum.	Would destroy things and steal.	Clean, quiet boy. Good disposition.	Father died T. Mother a wandering P. Bn. woman.	Yes	Yes	Has progressed mentally more than a year in the last year.



**SUMMARY OF FIFTY-TWO CASES FROM ROME STATE CUSTODIAL ASYLUM, ARRANGED ACCORDING TO DEGREE  
OF RETARDATION — Continued**

CASE NUMBER	Norham, 1914				Personal history	Reasons for commitment	Present conduct at home	Family history	Labi- litate	Op- inion	Remarks		
	Age	Physi- cal	Men- tal	Re- com- pensa- tion									
												Progr- ess in last year	Years in Rome
III. FEEBLE-MINDED — Continued													
16. Harold B. ....	9-8/12	5.1	3	About 2					No	No	Three years re- tarded and very slight progress in last year.		
17. Walter H. ....	8	5.1	3	About 4					Yes	No			
18. Douglas T. ....	10-8/12	7.1	3	.....					No	No	No mental progress in last year. De- pression late.		
19. Harold T. ....	9-4/12	6.3	3	.....					Yes	Yes			
20. Walter T. ....	9	5.1	3	.....					No	?			
21. Harry S. ....	8	5.1	3	Less than 1					Yes	No	Weak physically and mentally. De- pression early.		
22. Harold G. ....	9-8/12	6.4	3	.....					No	?			

	No.	Appears younger than she is. Has been returned from one good home.
23. Gladys B....	1	7
24. Fred S.....	12	3.1
25. Harold C....	17-8/12	10.2
26. Charles B....	6-10/12	3.2 3
27. William M....	9	5.3 4 About 1 year
28. Eva C.....	16-4/12	6.2 4 1 4
29. Ralph I.....	8	4.2 4 About 1 year
30. Carlton W....	9	5.2 4 2
31. Alvah Y....	10	6 4
32. Matthew H....	11-6/12	7 11

No.	Appears younger than she is. Has been returned from one good home.
No	No
Yes	No
Yes	No
Yes	No
Yes	No
Yes	No
Yes	No
Yes	No
Yes	No

Dangerous on account of peculiar sexual tendencies.

Very defective in appearance.

Appears younger than he actually is.

Weak physically.

Speech very defective.

**SUMMARY OF FIFTY-TWO CASES FROM ROME STATE CUSTODIAL ASYLUM, ARRANGED ACCORDING TO DEGREE  
OF RETARDATION — Continued**

CASE NUMBER	November, 1914					Personal history	Reasons for commitment	Present conduct at home	Family history	Lodging	Occupation	Remarks
	Age	Physi- cal	Mental	Re- tardation	Pro- gress in last year							
23. Lester H. ....	19	5.2	5	5	About 1/2 year					Yes	No	Internal Nervous system, grade
24. Thomas E. ....	11	6	5	5	.....					?	?	
25. Philip W. ....	13-5/12	7.2	5	5	.....					No	No	ed child, relation.
26. Leon C. ....	14-10/12	8.2	.....	.....	About 1					Yes	No	father A.
27. George M. ....	14-6/12	9.2	.....	.....	.....					Yes	No	Intel. B. d family; r report; ratory
28. Levey L. ....	13	6.4	6.1	1	1					Yes	No	other P. r. r.
29. Harriet M. ....	15	7.1	.....	.....	.....					Yes	No	r. r. r. d. in to to

III. FRIBLE-MINDED - Continued

Tendency to T. and I.

III. FRIBLE-MINDED — Continued

Tendency to T. and J.

IV. DISCHARGED OR ON PAROLE.

No	Yes	No	Discharged, In contact of person. Neither in school nor permanently employed.	On parole. In school and also. Cannot actually do anything.	Discharged. Unable to do first grade work. In special class. Permanent student.
45. Paul G. ....	14-9/12	9-3	Dead. Trained other patients tried to run away. Good at industrial work.	Father ill. Violent temper. Paternal grandfather F. No. Brother F.	
46. David V. ....	12-8/13	8	told Good habits and disposition. Committed.	Mother dead. Father A. and his. One sister F. at Hudson.	
47. Fred S. ....	10-2/12	6	same. Quiet, not troublesome.	Father respectable. Mother F. S. and T. Brother more delinquent; died. Roman.	

**SUMMARY OF FIFTY-TWO CASES FROM ROME STATE CUSTODIAL ASYLUM, ARRANGED ACCORDING TO DEGREE OF RETARDATION — Concluded.**

CASE NUMBER	November, 1914			Personal history	Reasons for commitment	Present conduct at Rome	Family history	Legitimate	Occupation	Remarks	
	Age		Progress in last year								
	Physical	Mental									
IV. DISCHARGED OR ON PAROLE — Concluded.											
48. Louis R. ....	19	8	.....	.....	Irresponsible, Father sickly. Mother deserted, and child. Brought up normal.	On parole. Not seen at night. Thwarted by boys. Working for, but does not earn \$5 per week. Exhibits violent temper, from and about	Yes	Half	On parole. Not seen at night. Thwarted by boys. Working for, but does not earn \$5 per week. Exhibits violent temper, from and about		
49. Louis M. . . .	11-2/12	7.4	4	.....	Mother dull. Brother reported F. Father ordinary intelligence.	clean .....	Yes	No	On parole. Exhibits violent temper, from and about		
50. Theodore F. . .	14-3/12	4.4	.....	.....	Mother and three sisters F. Cousin F.	hesitant .....	Yes	No	I	On parole. Not seen in school.	
51. Helen C. ....	15	8.3	.....	.....	Father A. T. Mother F., has been at Rome. Brother F. and C. Industry and home.	and helped .....	Yes	Half	On parole. Working for board. Taking care of children.		
52. David M. ....	10-4/12	11	.....	.....	Mother dull. Sister unable to keep a job. Brother has been at industry.	pitful .....	Yes	Half	Died February 7, 1914.		

## EXHIBIT A

## Case Histories of the Fifty-two Children

*Mental Tests Mentioned in the Case Histories*

The Binet-Simon Scale for Measuring Intelligence.—Description and discussion of this scale may be found in any recent standard work on psychological tests.

The Formboard.—Manual of Mental and Physical Tests, Whipple, pp. 297–305. Ten blocks of different shapes fit easily into their respective spaces in the board. For young children it is useful in testing form perception. For older children it indicates coarser muscular coördination.

Construction Puzzle A.—Psychological Monograph. Tests for Practical Mental Classification, Healy and Fernald. It is a small wooden frame into which fit five pieces, only two of which are of the same size. The pieces, however, are interchangeable. For the older children it shows perception of the relationship of form and method of procedure for a given task. For the young children it has proven useful as a learning test.

Construction Puzzle B.—Tests for Practical Mental Classification. A wooden frame puzzle more complex than A.

Drinking Cup.—The task is for the subject to fold a drinking cup from a square of paper after he has been shown once. It is a matter of following five directions.

Aussage, or the Butcher Shop Picture. Tests for Practical Mental Classification. The child is shown the picture of the butcher shop, and the nature of the report and the amount of suggestibility are noted.

Apperception.—Pictorial Completion Test, Psychological Review, Healy, Vol. XXI, No. 3, May, 1914. A picture which shows ten situations, contains a blank space in each one. From forty small pictures the subject is to select the correct ones to fill in the spaces. It may be considered an adult test rather than one for children, but if the child still fails when the ten correct blocks are chosen for him, it is regarded as significant.

Motor Coördination.—Tests for Practical Mental Classification. A rectangular paper is divided into 150 half inch squares. The subject is to tap as many squares as possible in thirty seconds without missing one or touching a line. It is a test of control and fine muscular coördination.



## No. 1

Joseph W. No. 2389. Age, 4. Mental age, 4.3.

Joe is of normal development and activity for a child of 4 years. Height 3 feet and 2 inches. Weight, 32 pounds. His features are small. He has a left internal strabismus, poorly formed ears, a slight Darwinian tubercle and a high palate. He is clean, active and talkative.

His parents were born in Austria. His mother died of tuberculosis when Joe was very young. The father, who does not speak English, drinks and gambles and is considered worthless. There is one other child, normal as far as known. Both children were taken to an orphan asylum, but Joe was different from the other children and sent to a hospital for observation. After a year's observation, he was pronounced feeble-minded. The admission blank states that he was destructive, irritable, destroyed clothing, cried constantly, sawed back and forth all of the time. In Rome at the present time, he is cleanly, can find his way and do errands in a large ward and can talk, but far from plainly. In contrast to the other children on the ward, he appears very bright and his caretakers, who are devoted to him, insist that he is normal.

A year ago at 3, he tested 3 years mentally and now he tests 4.3, showing that he has progressed normally in the last year. He gave animated accounts of the Binet pictures, saying, "Look, horsie, get up horsie, whoa, horse," and "Man pounding, going up a ladder, pounding up there," etc. Beyond IV he compared the weights, distinguished between morning and afternoon and described the pictures.

The formboard was too complicated for him. He tried to put in blocks, indiscriminately pounding them to make them go in, and tired of the game before he had finished.

Summary.—Whether or not the child is or will develop to be normal, there is no question but that he could be cared for with normal children without detriment to them and with gain to himself. He should be given the opportunity to prove his ability.

## No. 2

Elmer D. No. 2215. Age, 7. Mental age, 7.

Elmer is a weak, shy, sober child, with some facial asymmetry, right ear lower and more projecting, nose deflected to right and head tipped to right. Palate high and chin pointed. Weight, 47 pounds. Height, 46 inches.

His mother was mentally unbalanced before the birth of Elmer. She died of childbirth in 1909. The father, syphilitic, epileptic and blind as a result of syphilis, died at the county almshouse of brain tumor in 1911. The maternal grandmother was insane.

Elmer is the fourth of five children. The others have been placed out and are doing well. He was taken to an orphan asylum in 1910 and from there was sent to Rome, April 26, 1912. At that time it was stated that he had screaming spells and would tear up sheets or throw himself upon the floor and scream, and at other times was apathetic. When he first came to Rome he kept to himself almost entirely. He is still shy but mingles with the boys more now, is able to fight his own battles and hold his own with larger boys. He has shown no indication of tantrums of any kind. He has had industrial work which he learns readily, but has had no school work.

He was tested December 11, 1912, when he was 5 years old and graded 5 mentally. October 20, 1914, he grades 7, showing that in the last two years he has advanced normally and has tested exactly up to age.

Puzzle A and puzzle B he learned by being shown once how to do them. With the drinking cup he remembered the moves but it was not made evenly enough to hold together.

Summary.— The fact that in the last two years the boy has been able to keep up to his normal mental age and that he now shows no signs of tantrums of any kind and that he can hold his own among the children, indicates that he should have the benefit of regular school training and of a more normal life than he can have in the institution.

## No. 3

Harold H. No. 1748. Age, 8. Mental age, 8.1.

Harold is a pathetic looking little fellow whose bright eyes and alert expression somewhat counteract the effect of the syphilitic scars on his upper lip and the hole where the septum of the nose has been eaten away by the same disorder.

His family history is one of disease and degeneracy. The father, who is not supposed to have been defective, became a worthless, diseased drunkard. His wife was certainly syphilitic and is supposed also to be mentally defective. When the family first came to the attention of the poor law officials there were three children who were removed from the parents because of their wretched condition. They were actively syphilitic and the feet and legs of the girl were a mass of raw sores. The children were sent to a hospital for treatment. From there the girl was sent to Syracuse State Institution where she still is, Harold to Rome, and the youngest boy to an orphan asylum where he now is, a well developed, lovable little fellow.

Harold was admitted to Rome in 1910. At that time the disease was still active and he has been under specific treatment until within the last few months. He is now believed to be entirely cured. When he was admitted and for some time afterward he gave evidence of being feeble-minded, but as the disease became less active, he brightened up and two years ago at 6 he tested exactly up to age. He was again tested in 1913 when he tested to 7, and at the present examination in October, 1914, he tested 8.1 showing that he has made normal mental progress in the last three years although he has had practically no formal training.

He failed with construction puzzle A, but succeeded with B after 3 minutes and 45 seconds, by the trial and error method.

He failed with the drinking cup, but was able to finish when shown the third move. He says he has made them out of Sunday school papers.

He gave a descriptive account of the butcher shop picture and was not more suggestive than might be expected from a child of his age.

Cancellation time, 3 minutes and 17 seconds. Errors, 2. Average for a child of 8 years.

Motor coördination, 54 squares. Errors, 3.

Cannot tell time. Free drawing shows originality, action and detail.

He is quick in industrial training, is bright and alert. His motor coördination is excellent as shown by the way in which he untied a difficult knot and unwrapped a large package for the examiner.

Summary.— The boy tests normal by the Binet tests, is making normal progress. He should have the benefit of every advantage to enable him to take his place in the world. Active syphilis resulted in a pseudo-feeble-mindedness which has been counter-acted.

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No. 4

Edward Grey B. No. 2188. Age, 5  $\frac{1}{2}$ . Mental age, 4.2.

Eddie is a chubby, brown eyed little fellow with a baby face and manner, and no physical abnormalities. Height, 43  $\frac{1}{2}$  inches. Weight, 44 pounds.

His mother is in a hospital for the insane in Canada. His father dissolute and abusive to his wife and children. Whereabouts now unknown. A low grade family.

Edward was brought to an orphan asylum January, 1912, badly bruised. There he was considered feeble-minded because he did not talk, cried most of the time and seemed to grow worse. In Rome he is a favorite on the wards with his pretty baby manner, and demands and receives a good deal of petting. He usually wakes up cross and at times is very stubborn. He is clean at night as well as in the day time. He is quiet and bashful but uses complete sentences in talking.

Mental age, December, 1913, 3 years. October, 1914, 4 years and 2 points. He answered all of III. In IV failed with length of lines, apparently not knowing the meaning of the word "long." Beyond IV he succeeded with counting the pennies, with repeating a sentence of 10 syllables and with the aesthetic comparison. He does not care to draw which is unusual in a child. He could point to and count 8 pennies, but beyond that could not make his counting wait for his finger.

His muscular coördination is normal as shown by the way he handles blocks, and his form perception good. He has some ability to learn as shown by the way he put the construction puzzles together after he had been shown how.

Summary.— Whatever may be the final outcome as the result of the child's unfortunate heredity, there seems to be no reason at the present time for pronouncing him anything other than normal, mentally and physically.

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No. 5.

Edward S. No. 2354. Age 5  $\frac{1}{4}$ . Mental age, 3.4.

Eddie is a light haired, blue eyed, chubby little boy with pretty baby ways and nothing abnormal in his appearance. His head is well shaped, forehead narrow, ears slightly projecting. He is always good natured, is active and talkative and demands and receives a great deal of petting from his caretakers. He is now a clean child.

His father is a drunkard who belongs to an alcoholic and immoral family, and his mother is one of a large degenerate family, whose sisters are immoral and whose brothers have prison records. She herself is a patient in the State hospital for the insane for the second time and is said to be incurable. Of the four children in the family, one has been placed out and is doing well as far as known, another is in an orphan asylum and is considered non-placeable on account of defective mentality, a third is believed to be normal and Eddie, the youngest, is the subject of this report. Before he was three he was refused at an orphan asylum where he was taken by the Superintendent of the Poor, as not teachable, and hence not a proper case. An attempt was made to place him in another orphan asylum, but there he was also refused as not teachable, hence he was sent to Rome.

In December, 1913, he tested 3 years and 3 points by the Binet tests, and in October, 1914, 3 years and 4 points, making a retardation of 1 year at the present time. He has a vocabulary for common objects and a normal memory span. His description of the Binet pictures was largely in the form of questions

as to what the man was doing, and why was he doing it. However he saw and indicated the action in the pictures making his response better than that of a three-year-old child. The asking of questions is one of his marked characteristics. In free drawing he made no attempt to draw anything but improvised a name for his scratches when asked. He has a clever way of attempting to divert the attention of his caretakers from unpleasant subjects to those more to his liking.

Summary.— There is nothing about the child at the present time that would prevent his being cared for with normal children and it would be fair to him to give him the opportunity of proving himself normal.

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No. 6

Howard T. No. 2212. Age either  $7\frac{1}{2}$  or  $7\frac{1}{4}$ . Mental age, 6.

Howard is a dark eyed, pleasant faced little fellow with no noticeable physical defects. He is the child of a wandering, immoral, feeble-minded woman and a tubercular man who died in 1910. Since the death of her husband, she has had at least two illegitimate children, one of whom was born in 1912 in a county almshouse. She has no legal settlement and her present whereabouts is unknown. Two of the children have been in a children's home, two may be with her and one at least is believed to be dead. Howard is the second child, the oldest was considered subnormal, while nothing is known of the mental condition of the others.

Howard was admitted to the orphan asylum and was there considered decidedly feeble-minded. He would deliberately destroy playthings, would go through the desks in the school room and take what he wanted and they felt that he was growing worse.

In Rome he is found to be a quiet, clean boy with a good disposition.

In December, 1913, he tested 4.2 years while in October, 1914, he tested exactly to 6, showing more than a year's improvement in the last year and making him only 1 year retarded.

He was accurate with the formboard; time 34 seconds, 32 seconds, 46 seconds. He learned to do construction puzzle A after being shown once. He did the cancellation test in 3 minutes, 25 seconds, but missed a third of the sevens which he was cancelling. Motor coördination slow, but accurate.

Summary.—In view of the fact that he has progressed more than a year mentally in the last year and shows no marked peculiarities or bad habits, it does not seem that any harm would come from his associating with normal children. He should have the benefit of regular scholastic work.

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No. 7

Luella M. No. 2281. Age, 9. Mental age, 5.3.

Luella is one of a family of children who were brought to Rome when the family was broken up by reason of a jail sentence for the parents who were running a disorderly house. An older girl, about 12, was sent to a private reformatory institution; for the other four admission was sought to an orphan asylum but it was refused on the ground that they were feeble-minded. The children, appearing much younger than they really were and all of the quiet, appealing type, seemed too young to consign to a custodial asylum. Application was again made for them at the same orphan asylum and again refused. Then arrangements were made to send them to another but when the time came one of them was sick, so the matter was delayed and finally dropped.

As mentioned above, the parents have been in jail for keeping a disorderly house. Mother and maternal grandmother are both feeble-minded and prostitutes, the latter is now in the county almshouse. Three of the children are included in this series, Nos. 7, 14 and 27. A fourth who is 11 and grades 5.4 mentally was too feeble-minded to be considered. She is a quiet, gentle child with low forehead, poorly formed ears, and long, slender, weak hands.

Luella shows a marked resemblance to the other children, with compressed temples, eyes far apart and broad nose. The right eyelid droops. Her manner is quiet, affectionate and appealing.

The application for admission states that she was "stupid, uncleanly and unable to learn." Now, however, she is tidy and cares for herself and is considered much brighter than the other children in the family.

In December, 1913, she graded 5.1 by the Binet tests. In November, 1914, she graded 6 years mentally showing a year's development in the last year and a retardation of but one year. In V she failed to repeat the sentence and to copy a drawing of a square. Poor coördination was also shown by her failure to count 13 pennies although she knows how to count. In VI she failed with the definitions. In VII she succeeded only in describing the pictures and recognizing the colors. She has a fairly large vocabulary. She was careful and accurate with the formboard and improved in each trial, time 44 seconds, 38 seconds and 28 seconds. This shows good form perception. Construction puzzle A she learned to do after the second trial so that she could change her method.

Summary.—Because of her progress during the last year and her present mental retardation of but one year, she should have the benefit of all the training and stimulation possible. There is no reason why she should not be with normal children. However, a child with such an unfortunate heredity should be under observation until it is established whether or not she will develop normally.

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### No. 8

John H. No. 2493. Age,  $8\frac{1}{2}$ . Mental age, 7.2.

This boy is a weak looking child, small for his age. When very young he had paralysis of the right side, and while this has been partly outgrown, his face is asymmetrical, he has internal strabismus of the right eye, his nose is small and deflected to the right. He has corneal ulcers on both eyes and nystagmus. Vision defective. Palate high, a mouth breather. He has been under specific treatment, but it has made little change in his condition. The parents are not living together and their present whereabouts is unknown. They are both reported to be weak mentally. A



brother is in an orphan asylum. While John was in the orphan asylum, it was reported that he did not improve mentally, would eat filthy and decayed matter, would dig worms from the ground and eat them, would not keep clean the shortest time and had a habit of wandering in the reserved portions of the house, taking articles and disposing of them. As the matron was unable to break him of these habits he was sent to Rome on the recommendation of the house physician on the ground that he was not a fit boy to associate with the other children.

During the year he has been at Rome, he has been found to be clean, quiet and obedient, but sometimes quarrelsome. He seems to be a boy who fits easily into the institutional routine, and makes little impression upon the people who are with him.

He was given the Binet tests in December, 1913, when he graded to 7 years mentally. In October, 1914, he graded 7.2, showing little progress in the last year and a mental retardation of one year. During the present examination, his manner was quiet and while he did not enter into the games with any enthusiasm, he showed some interest. He passed all of the tests for VI. In VII he failed to describe the pictures although he gave a complete enumeration of the objects in the picture. In VIII he knew the days of the week, and in the third trial succeeded with repeating five numerals. However his memory span is not usually adequate for 5. In IX he failed with everything except the months.

Summary.—He is weak physically and handicapped by defective vision, both of which may have bearing upon his lack of spirit. He is able to learn things by rote as is shown by his repetition of the months, etc., but he fails to see situations as a whole, as shown by simply enumerating the objects in the pictures. Since he did not get along well in an orphan asylum, and has shown no especially disagreeable traits during the year he has been in the State institution, it seems that he should have the benefit of medical supervision and of a routine, to which it is evident he adjusts himself easily, for some time before a final decision for his training shall be made.

## No. 9

Abraham N. No. 2492. Age,  $4\frac{1}{2}$ . Mental age, 3.2.

While there is no marked asymmetry of the face, the general appearance of this youngster is crooked and rather amusing. His left eye slants upward and outward and his mouth is large and crooked and open part of the time. His eyebrows are light and thin, making them almost invisible. Ears large and projecting. Height, 41 inches. Weight 39 pounds.

The father of the boy, who is reported to have been in good mental and physical condition, pays no attention to him and his whereabouts is unknown. The mother is in a hospital for the insane. The child was sent to an orphan asylum and the following account is given of him while there. "This boy had a violent temper which would show itself several times a day without any cause whatsoever. At such times he would attack the child nearest to him, bite it anywhere, face, ears, arms and so on. When checked he would throw himself on the floor and kick and scream. No one could manage him but the matron. He could not be watched too carefully. At the most unexpected times would attack the other babies. At times, too, would march around the room with both hands raised and an expressionless stare. When quiet and quite normal, he was very pleasing and affectionate. Because these violent attacks became more frequent and dangerous to the other children as well as to himself, for he would bite his arm when he failed to get hold of the others, the doctor agreed it was necessary to remove him."

At Rome there are days when he is good natured, happy and talkative while other days he is sullen and unresponsive. He does not attack the other children nor throw himself on the floor and kick and scream. He is cleanly.

In December, 1913, he graded exactly 3 by the Binet tests, while in October, 1914, he graded 3.2 years, showing less than a year's progress in the last year. He was ready to talk during the examination, uses complete sentences and has a good working vocabulary for a child of his age. He drew wavy lines over a sheet of paper which he named "roller tracks" "snakes" and "writing". He appears ambidextrous as he uses his pencil in his left hand but picks up things with his right.

Summary.—His unevenness, shown by violent attacks of temper before admission, and his sullenness in Rome, point to a nervous instability which might be detrimental to normal children. However, while he is still under special care and observation he should have the benefit of all the special training possible.

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## No. 10

Hiram V. No. 2218. Age, 9½. Mental age, 7.

Hiram is a comical appearing boy with a fat face and large mouth. The bridge of his nose is broad and low. His tongue is large and fissured. Teeth irregular. He is a quiet little fellow who has, nevertheless, a way of standing around and knowing what is going on. Height, 53 inches. Weight, 69 pounds.

His mother, who is said to have been dull, took drugs for purpose of causing abortion; now dead.

Father was unable to care for child but paid his board in an orphan asylum. They would not keep him because he soiled his clothes. He was then sent to a hospital for children but they also refused him as not a proper case. He was sent to Rome for observation. He now no longer soils himself and is considered a good, clean boy.

By the Binet tests December 3, 1913, he graded 6.1 and on October 22, 1914, he graded 7, showing a year's progress in the last year. In VII he failed to name the colors and to see what was lacking in the pictures.

In VIII he failed to make satisfactory comparisons from memory, to count backward from 20 and to give the value of the stamps. Everything beyond VIII was a failure.

He was accurate with the formboard, but slow. Time 22 seconds, 23 seconds, 20 seconds. He failed with puzzle A, but learned after being shown once. Cancellation tests, slow but accurate. Motor coördination, record fair.

With the tests he was persevering and willing to work hard, but was diffident and apt to underestimate his ability.

Summary.—From the facts that he has progressed normally during the past year, that he is a quiet and clean boy on the wards

and shows no special peculiarity, there seems to be no reason why he could not get along in an orphan asylum and have the advantages of a public school education.

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No. 11.

Richard L. No. 2100. Age, 11½. Mental age, 8.4.

Richard is a bright faced boy with a happy expression. He has a decided speech defect which he is trying hard to overcome with some success. His mother is a respectable woman of ordinary intelligence. His father was scrofulous, alcoholic and so ugly and abusive that his wife secured a divorce. He was in jail more than once for intoxication. He died of pulmonary tuberculosis. Both of the children have been in an orphan asylum, but afterward the mother removed them. The oldest boy, born 1899, was sent to Syracuse School for Feeble-Minded Children, where he developed epilepsy, was sent to Craig Colony and died in a convulsion after an attack of typhoid fever.

Richard was taken from orphan asylum January 3, 1909.

Sometimes he was sweet and lovable, at other times would have ugly spells when his mother could not control him. He would try to push her down stairs or choke her; he would run away and be gone all day. His kindergarten teacher reported that he was a child easily excited and very tense. His speech defect was noticeably worst when he was tired. He had adenoids removed September 12, 1911.

In Rome he is in the articulation class and is also having first grade school work. His activity and impulsiveness lead him into mischief which is not a discredit, and while he has an uncertain temper his disposition is such that he is after all a favorite with the officers.

Mental age June, 1913, 8; October, 1914, 8.4, showing that he has progressed some in the last year. He gave careful but prompt responses to questions. Beyond VIII which he answered completely he gave the date, the months, arranged the weights and answered the questions of comprehension. He could make change of three cents from ten cents, but nine cents from twenty-five

cents proved too difficult. He succeeded with both construction puzzles by the trial and error method, puzzle A in 2 minutes 30 seconds, 44 moves, and B in 3 minutes 30 seconds, 38 moves. He proved to be suggestible. He did the cancellation test quickly and accurately.

Summary.—He is a boy whose mental ability warrants formal training for life outside the institution. His progress in the last year indicates that he is a hopeful case and it seems probable that he may learn self control.

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### No. 12

Charles M. No. 2314. Age, 8. Mental age, 6.

Charles is a pretty, fair-haired boy, with alert expression, high forehead, small mouth well formed, and dimples in his cheeks. Height, 47½ inches; weight, 53 pounds.

His father is alcoholic and criminalistic, mentality undetermined. The paternal relatives are immoral and considered feeble-minded. His mother was sent to a reformatory at 13 on account of bad company. She married after two weeks' acquaintance and after her marriage consorted with other men. She has been guilty of petty thefts and has been an inmate of a house of prostitution. The maternal grandmother was also immoral and shiftless and the grandfather alcoholic.

The Rome application blank states that feeble-mindedness was first noticed about the time he walked. From that time he has had to be watched. He was sent to an orphan asylum and from there to a boarding home where the following report was made: "He takes great delight in torturing animals or seeing anyone hurt, especially if there is any blood. He also wishes meat so rare that the blood runs. He carries this so far that he will even prick himself for the sake of seeing blood. Of late he has shown a delight in fire, one morning getting up at five o'clock and setting fire under the bathtub. He bites and scratches, throws stones at old women and windows. When not engaged in some such violent amusement he sits quietly except for picking at his nails and talks to no one but himself. He does not chatter with other people as children usually do and almost never smiles or

laughs. The boarding mother states that of the two hundred children she and her mother have had he is by far the most difficult and she feels strongly that he is mentally affected. His impulses do not seem to be mischievous but always malicious or vicious. It takes one person all his time to look after him. He went to summer school for a week or two; there they reported him exceptionally bright especially when working with his hands, but he made such a commotion in school and fought so with the other children that they were not able to keep him."

He was taken to a psychological clinic where this report was made: "The child is undoubtedly defective, rather abnormal than subnormal, as he seems to have a peculiarly alert mind but actively unsocial. It is difficult to give a definite diagnosis of the case except as saying that he seems to have ethical anesthesia, with no adjustment to his surroundings and generally at war with the world. The child has had opportunity environmentally speaking and the fact that his reaction is just as violent when in excellent surroundings and with almost unlimited attention being paid to him seems to indicate that there is a defect in the child's makeup. Such a boy shows every tendency toward falling into the ranks of the criminally insane."

On the basis of such reaction and the above diagnosis, Charlie was sent to Rome. In the institution he had no opportunity to torture animals or to build fires. However he does take delight in teasing and hurting the other children. He is mean and quarrelsome, swears when the caretaker is out of hearing and is stubborn and sullen. He is said to be improving.

He was given the Binet tests in January, 1913, when he graded 4.1. In October, 1914, he graded exactly 6, showing normal progress in the last two years but a retardation of two years. In V there were no failures. In VI he failed with the definitions and with aesthetic comparison. Beyond VI he succeeded with describing the pictures and naming the colors. He was accurate with the formboard but took 29 seconds which is about the average for a 6-year old child. He learned quickly one method of doing construction puzzle A, but after the fourth trial could not change his method. His motor coördination is poor.

Summary.— His improvement during his residence at Rome and his progress in the last two years indicate that he is not being injured by the life in the institution which at the same time provides necessary restraint. The case is one that should be left open for the present.

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## No. 13

John D. No. 2150. Age, 10. Mental age, 7.4.

John is a boy with bright brown eyes, normal in size and appearance. Height, 56 inches. Weight, 47 pounds. Ears large and projecting.

He is a child of an illegitimate union and was deserted by his parents, of whom nothing is known.

He was in an orphan asylum from the time he was a baby until he was sent to Rome, January 17, 1912. He was found obstinate, difficult to manage and showed a tendency to strike the other children. His mind seemed to grow more defective as he grew older, hence he was sent to Rome. At Rome he does everything in the way of industrial work, is a leader among the boys at play, tries to be smart. His attendant on the ward states that he cannot be depended upon to do errands correctly and that when the children are together in the day hall, John will be by himself on the fire escape or in some corner. His teachers like him.

Mental age December 11, 1912, 6 years, 2 points; mental age October 23, 1914, 7 years, 4 points.

His only failure in VIII was in computing the value of the stamps, but beyond VIII was not able to answer a single question.

His best time with the formboard was 17 seconds. There was some fumbling. He failed with both construction puzzles, but after once being shown did puzzle A the next time. He got the moves approximately right for the drinking cup but the folding was not accurate enough to hold. He gave a descriptive account of the butcher shop picture. He was suggestible, accepting five out of eight suggestions and enlarging upon them. With the cancellation test he was slow but accurate. Motor coördination fair.



Summary.—From his appearance and manner he would not be judged feeble-minded. Mentally he has made the progress of a year and a half in the last two years and is now two years retarded. However in comparison with the children in the orphan asylum where he was until he was 8 years old, he was judged feeble-minded.

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## No. 14

Herman M. No. 2283. Age, 5. Mental age, 3.1.

Herman is the baby of the family described under No. 7. He is affectionate, has appealing baby ways, and loves petting. He has a high, narrow forehead, compressed at the temples, an unevenly formed head and thick lips. He is a mouth breather; has highly arched palate. He has been operated upon for hernia. He soils himself about every other day and wets the bed, but is improving in this respect. He speaks in monosyllables for the most part, even on the ward with the other children.

By the Binet test he grades 3.1, making a retardation of two years. The only response to the usual Binet pictures was "Man," spoken explosively. To the question whether he was a little boy or a little girl he replied "Herman M——," with enunciation which could not have been understood had the name not been known. He made no attempt to draw anything when given a pencil, simply drawing random scratches on the paper. He can count to five but he cannot put his finger on each penny and count four pennies.

Summary.—In view of the facts that the child is already retarded two years mentally, that his brothers and sisters who are older show an increasing retardation, that his parents are mentally defective, it is believed that this child is feeble-minded.

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## No. 15

Meyer L. No. 2160. Age, 14½. Mental age, 12.

Meyer is a well-developed boy of Jewish parentage with thick lips, large projecting ears, some facial asymmetry, white, regular teeth. As far as known there is nothing significant about the



family history. The father is assistant foreman in a tailor shop. One brother is in the army. The home is fair.

The application blank states that he was hit in the head by an automobile and to this the mental defect is attributed. He was first sent to Randall's Island by his parents in the hope that he would be cured of soiling himself. He was in and out of Randall's Island four times in four years and was finally transferred to Rome. He still has nocturnal enuresis although he says he is clean in the daytime. He is lazy, always has his shirt full of books and rather than leave his reading to go to the toilet, he will sit and soil himself. He is too lazy to keep his clothes buttoned and is mean and ugly to the other patients.

He is a good talker, and can handle large words with some success, hence he tests higher with the Binet tests than some of the boys who are far more useful in the institution. He was given the Binet tests in June, 1913, when he tested 12 years. Again in October, 1914, he tested 12, showing that he is a border-line case with not quite ability enough to get along.

He answered all of XI. In XII he failed with the repetition of the sentence and to the problem of hanging from a limb, he answered "A nest, the last time I said it was a body and they laughed, so I think it was a nest." Beyond XII he gave the antonyms, interpretation of the pictures and the differences between a president and a king.

He did the formboard in 12 seconds showing good form perception and normal coördination of the coarser muscles. His work with the motor coördination test shows that the coördination of the finer movements is not so good, he tapped only 51 squares in 30 seconds. He succeeded with both construction puzzles and with folding a drinking cup; although the latter lacked in neatness. He gave a good descriptive account of the butcher shop picture and was not suggestible. With the apperception puzzle he made 2 errors, these not very significant.

Summary.—On the basis of purely mental ability, he may be considered a border-line case. However, his laziness, meanness and uncleanness disqualify him for life outside an institution.

## No. 16

Harold R. No. 2178. Age,  $8\frac{1}{2}$ . Mental age, 5.1.

Harold is a bright-faced, affectionate little fellow, very active and distractible with a high, narrow forehead and a nose broad at the base. His second teeth have already begun to decay. He is the child of an illegitimate union, but the mother is not considered defective, nor hopelessly bad. By her first husband she had three children, then she had Harold. She has since married again, has a good home and her three children with her, but her husband does not know about Harold. Nothing is known of the father, further than his name.

The maternal grandfather refused to keep the child so he was sent to an orphan asylum. From there he was placed in a home. The family considered him a lovable child but after a year returned him as he was so restless and climbed so continually that they could not keep him. For the same reason the orphan asylum found him hard to care for. He was sent to Rome for observation March 9, 1912, and he was considered feeble-minded and allowed to remain. The application blank stated that he was cleanly, mischievous, showed very slow development and was unable to concentrate on anything for any length of time.

January 22, 1913, by the Binet tests he graded 4.2. October 23, 1914, he graded 5.1 mentally showing progress during the last year and nine months but he is 3 years retarded. In V he failed to copy the square. In VI he failed with everything except to distinguish between morning and afternoon. In VII he succeeded with the pictures and with the colors. Although he can count he could not coördinate his pointing with his counting. With the formboard he did not improve with successive trials and showed more confusion the last time than the first. Time 37 seconds, 40 seconds, 43 seconds which is slow. Construction puzzle A was used as a learning test, and it was the fifth trial before he learned to distinguish between the two long blocks. Motor coördination poor. During the examination he went for one magazine after another, explored the room and did not keep his attention on anything for any length of time.

Summary.—The child has been tried in a family home and failed on account of the distractibility that is the noticeable

mental trait he now has. Mental development is still going on, but at the age of 8 9/12 years he is 3 years retarded.

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## No. 17

Walter H. No. 2027. Age, 8. Mental age, 5.1.

Walter is a slender, brown eyed boy with a slight astigmatism and a shifting glance. Left handed, mouth breather. No abnormality. Height, 49 inches. Weight, 47 pounds.

He is the oldest of six children. His mother was married when very young and would not stay in with the children. Her husband deserted her repeatedly and she supported herself by working in restaurants. Her present whereabouts is unknown but she is supposed to have gone off with a worthless man.

The father is a chauffeur and repairs automobiles. Has said that he did not like his wife and for that reason did not like the children. Has been abusive to her, on one occasion a kick from him brought on a miscarriage. He is said to go about with other women. Two of the children have been adopted. The baby is said to have had a "sore mouth," her mouth and lips being covered with sores.

The family has had help from the city and the children have received hospital treatment on several occasions.

Walter was judged feeble-minded because he could not be taught that he should not set the house on fire or run away from home. This was significant because he was under the care of a sensible woman who was interested in the boy's mother. On the wards at Rome he is one of the meanest little fellows who does his best to annoy the others. Quarrelsome and stubborn.

He was tested October 25, 1912, and graded 4 years and 2 points mentally. He was again tested October 29, 1914, and graded 5 years and 1 point, showing less than a year's development in the last 2 years. He is distractible, his attention wandering from one thing to another.

In V he failed to compare the weights and to copy the square. In VI failed with everything but the definitions and to distinguish morning from afternoon. Everything beyond was a

failure. He was able to coördinate his pointing with his counting but did not know how to count beyond 12.

He did the formboard with a fair degree of accuracy but was slow.

Summary.—He is a distractible little feeble-minded fellow who is getting more and more behind the standard for his years.

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No. 18

Douglas T. No. 1764. Age, 10  $\frac{1}{2}$ . Mental age, 7.1.

Douglas is a freckled, happy looking boy with blue eyes, light hair and large, projecting ears. He is a mouth breather. There is a hollow across the back of his head.

He is the child of an illegitimate union, the mother being a feeble-minded and decidedly immoral woman whose present whereabouts is unknown. As a baby he was cared for in a hospital for babies, then transferred to an orphan asylum and from there to Rome, with the record that he had always been deficient, was very destructive, knocked down younger children, ate worms or dirt or anything at hand, had a silly grin and was gluttonous.

His habits are now cleanly (October, 1914). He is active enough to be constantly getting into mischief and is sometimes noisy.

Mental age December, 1913, 7. In October, 1914, 7.1, showing that he is making little progress, and at the present time there is three years' retardation.

With the Binet tests he answered all of VI; in VII he failed to see what was lacking in the pictures and to copy the diamond, and beyond VII succeeded only with the days of the week, the weights and repetition of five numerals.

He was slow but accurate with the formboard, showing good form perception. He failed with the construction puzzle A, but after being once shown, did it the second and third time. He gave a descriptive account of the butcher shop picture as might be expected from a child of his age and accepted and enlarged upon each suggestion. In the cancellation test he was slow but accurate. Motor coördination good.

Summary.— The boy is feeble-minded, is retarded three years mentally, and has made no progress in the last year. He has a good disposition and shows no marked peculiarities.

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No. 19

Harold T. No. 1817. Age 9  $\frac{1}{4}$ . Mental age, 6.3.

He is a weak, lifeless-looking boy, and when the other youngsters are clamoring for attention or to show their work he sits quietly aside, not seeming to care. He is a mouth breather, his palate is rather narrow in front. Head narrow and slants toward the top, forehead narrow and high. Jaw pointed. He is left handed.

The meager family history which can be obtained of this boy is that his parents, who are dead, were both below par, that the whole family is more or less degenerate, and that a feeble-minded cousin is in a county almshouse. The boy was one of twins. They were both committed to an orphan asylum which refused them because they could not walk or talk, so they were sent to the almshouse until further disposition could be made. One of them died and the other, Harold, was sent to another orphan asylum July 21, 1908, and discharged to Rome September 20, 1910, upon the recommendation of the superintendent. His application blank states: "Very destructive and irritable and breaks everything he can. Night habits are bad. Sullen, never holds his head up. Doesn't respond to questions or efforts made by teacher or attendants."

In Rome he is described as clean, quarrelsome and stubborn. In December, 1913, his mental age was given as 7, and in the examination of October, 1914, he reached the grade of 6 years and three points, showing that he has made no progress within the last year and is now three years retarded.

In V he answered all questions; in VI all but the definitions. In VII he failed to copy the diamond and to see what was lacking in the pictures. In VIII he succeeded only in repeating five numerals and could do nothing beyond that. In repeating the days of the week he did not know when to stop, but kept on going until he had repeated them several times. With both of

the construction puzzles, after being helped the first time, he was able to do them promptly the second time.

Summary.— He is three years retarded by the Binet tests, has not progressed in the last year and comes from a degenerate family. His future does not seem favorable.

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No. 20.

Walter T.. No. 1778. Age, 9  $\frac{1}{2}$  years. Mental age, 6.1.

Walter is a dark skinned, freckled boy, with nothing distinctive about his appearance. His eyes are grey, bridge of nose rather broad. He is a mouth breather. Darwinian tubercle on right ear.

He is the child of an illegitimate union. His mother, who is stated to have been feeble-minded, has been lost track of. He was surrendered by his mother to the county poor officials. He was tried in several family homes, but proved unsatisfactory, was sent to a hospital for observation and was pronounced feeble-minded. He was sent to Rome with the record "Physical condition good; feeble-minded from birth; not destructive; cannot remember the place he leaves his clothes over night; habits cleanly; cries frequently for no reason whatever."

In Rome he is a clean boy, sometimes mischievous, also stubborn and quarrelsome. His mental age December, 1913, was 6.4 and in October, 1914, 6.1, showing no progress during the year and making his retardation 3 years. In the Binet tests in V he failed with the triangles which make an oblong. In VI he failed to define even by use. In VII he failed to copy the diamond and to name the colors, and beyond VII he could do nothing, although he is nine years old.

With the formboard he was slow but accurate, best time in three trials 20 seconds. Construction puzzle A he learned to do after once being shown. Puzzle B did once after being shown but not the second time. He was very slow but was accurate with the cancellation test. Motor coördination good.

Summary.— In view of his lack of progress in the last year and his present retardation of three years he may be considered feeble-minded.

## No. 21

Harry S. No. 2205. Age, 8. Mental age, 5.1.

A frail little fellow with a thin, colorless face, pinched nose and projecting ears. He is 6 pounds under weight and 3 inches under height.\*

The father who is dead, is reported to have been feeble-minded and alcoholic. The mother has been in a reformatory for women and conditions in the home were very bad. She has since gone to Chicago, taking her other two children with her. The children have all been in an orphan asylum.

Harry has had rachitis and later scarlet fever and diphtheria at the same time. He has been in two orphan asylums and was sent to a large city hospital for observation before being pronounced feeble-minded. It is reported that he was never all right, that on admission he was irritable, destructive and uncleanly. In Rome he is quiet, plays by himself most of the time and at times is sullen. Sometimes wets the bed.

In June, 1913, his mental age was 4.3 and in October, 1914, he tested 5.1, showing less than a year's improvement and a retardation of 3 years. In size, appearance and mental development he is much like a weak child of five years.

He shows a tendency to echolalia. He sat quietly and passively waiting for the examiner, exhibiting little curiosity and no initiative.

Beyond the fourth year group he copied the square but not the diamond, counted 4 pennies but not 13, placed the triangles to make the oblong, recognized the colors and showed his right hand and left ear. He could not do anything in VIII, his correct age group. His free drawing was most unimaginative.

Summary.—Three years mental retardation, slow progress during the last year, weak constitution, subject to disease, general passivity and bad heredity indicate the need of permanent protection and care.

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\* Based upon Smedley's tables.

## No. 22

Harold G. No. 1685. Age,  $9\frac{9}{12}$ . Mental age, 6.4.

Harold is one of the unfortunate ones who are sent from one institution to another until they reach the Custodial Asylum.

He is tall for his age and slender, his rather small head is flat in the back and in front slants back to the crown. His forehead is low and narrow. His ears are slightly projecting. His eyes and hair are black, his eyes are bright and dart from one thing to another. Height,  $57\frac{1}{2}$  inches. Weight, 67 pounds.

He is probably an illegitimate child. His mother has been lost to sight and pays no attention to the boy. He must have been very young when he was sent to his first institution for he was admitted to the second at one year, to the third the next year where he remained two years before he was sent to Rome in 1909. There is no record of the child further than dates of admission and discharge. His record on admission to Rome was that he was "stiff and awkward, especially in the legs, irritable, quarrelsome and destructive. Personal habits fairly good in the daytime but uncleanly at night. Idiotic expression, gluttonous appetite, almost continual motion, speaks only a few words, those poorly articulated."

At Rome he is a favorite with his teachers for he is alert and active, can do errands, and is considered bright on that account. He is mischievous and plays like a younger child. He has had training in color and form and can outline nicely. Habits are now cleanly. In the four years he has been in Rome he has shown almost no change.

Mental age, December, 1913, 6.2. In October, 1914, 6.4, showing that he has made only about half a year's progress in the last year and making his retardation practically three years.

He did all of the VI group, failed in VII in copying the diamond and in seeing what was lacking in the pictures. Made satisfactory comparisons in VIII but beyond that could do nothing.

He succeeded with construction puzzle A, with puzzle B he was shown the first time, was not able to do it without help the second time, succeeded the third time but not the fourth and succeeded



the fifth after several trials, showing that he did not learn the problems quickly.

He was slow in the cancellation test, 3 minutes 30 seconds, and made 9 errors, which is unusually high.

He is doing first grade work in school, can make the numerals and his teacher states that sometimes he can count to 50 and other times only to 25.

Summary.— While alert and amusing, with some indications of further mental development, it is probable that if he were given an opportunity he would join the ranks of the defective delinquent classes. He is certainly feeble-minded.

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### No. 23

Gladys B. No. 2548. Age 9. Mental age, 6.1.

Gladys is a talkative, affectionate, irrepressible youngster, with straight brown hair, blue eyes, the right one crossed, large ears, stubby hands and a winning smile.

The child's mother was a feeble-minded girl, an institutional case, at present in Newark, who was the victim of a fellow who had been in Rochester State Industrial School and who left the community before the condition of the girl became known. The child was turned over to a placing-out agency which boarded her in a good home. Gladys believes that these are her parents and speaks affectionately of them. As the child grew it became evident that she was mentally defective, hence she was sent to Rome. There she is a good child who can dress and care for herself. She is a good bluffer and tries in that way to make up for what she does not know. For example, she said she could write and when given a pencil made a line of characters that might well have been writing except that they were not.

She was given the Binet tests in December, 1913, when she graded 5 years. In November, 1914, she graded 6.1 years, showing one year's progress in the last year but keeping her retardation three years. The tests show an even development as far as she has gone. She answered all of V. In VI she failed only with the

three simultaneous commands. In her eagerness to do something she forgot what the third one was. Beyond VI she gave a good, complete description of the pictures and named the colors. It is significant that a child of 9 years does not have sufficient control to point to and count 13 pennies or to make a satisfactory copy of a diamond. She was especially slow with the formboard. Time in three trials 2 minutes and 10 seconds, 1 minute and 22 seconds, and 1 minute. She tried a block in one place after another until she found a place it would fit.

It was probably by chance that she put construction puzzle A together the first time, for in the third and fourth trials beginning with a different block she had trouble. After the fourth trial she had learned it so that she could begin with any block. She finished the cancellation test to her own satisfaction in 2 minutes and 15 seconds, which should have been ample time to complete it, but she had left nearly half of the 7's uncrossed. In the motor coördination test, the first time she was slow but accurate, the second time she hit at random.

Summary.—A feeble-minded child who has already been tried in a good home. Form perception and muscular control poor. She is able to make a good impression upon people with her ready smile and affectionate manner. It is probable that she is capable of still further mental development as she is but 9 years of age and has developed in the last year.

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No. 24

Fred S. No. 2183. Age 12 years. Mental age, 8.4.

Fred is a spry, alert little fellow, small for his age, with a face which wrinkles when he smiles. His teeth were just beginning to come in in 1910 and he now has two incisors of the permanent set with a canine of the milk set on each side, then a vacant space before the molars begin. He has a large tongue which is fissured, and has enlarged papillae. His joints are crooked from the effects of rachitis.

Nothing is known of the family history other than the given names of the parents. He came under the care of the superintendent of poor of his county June 6, 1907, when he was com-

mitted to a hospital to have his limbs straightened. Since that time nothing has been heard of the parents.

He was operated upon several times to have his limbs straightened and he was kept there until they could do no more for him. He was then transferred to an orphan asylum on June 3, 1910, and on June 24, 1910, was given to the Children's Aid Society to be placed out, but was returned October 5, 1910, as not placeable. February 23, 1912, the superintendent asked to have the child removed from the orphan asylum to an institution for the feeble-minded. Thus the first diagnosis of feeble-mindedness was made after two years' observation in an orphan asylum in comparison with other children. The admission blank states that "he is developing violent outbursts of passion during which he is extremely destructive. He is unable to do first grade work."

In Rome he is good on the wards, has learned to play the piano readily. Wets the bed once in a while.

In December, 1913, by the Binet tests he graded 8.3 while in October, 1914, he graded 8.4. This makes a retardation of three years and one point and practically no progress in a year. He is talkative, eager for attention and for praise. He entered into all of the tests and games with spirit and looked for more. However he could answer only one question in the X year group, that of the design and in IX failed to give satisfactory definitions and to make change.

He did both construction puzzles by the trial and error method and succeeded with A but not with B. He followed the five directions for making the drinking cup. With the butcher shop picture he gave an enumerative account and proved to be very suggestible as might be expected from a child with an eight-year mentality. With the cancellation test he was slow but accurate and his record with the motor coördination test was fair.

Summary.—Fred is a boy who can be readily trained as shown by his good work with the piano and his ability to follow directions. However, his mental ability is not increasing and there seems little probability that he will go beyond the nine-year level.

## No. 25

Harold C. No. 2110. Age 17 $\frac{8}{10}$ . Mental age, 10.2.

A tall, well-developed boy with a high, effeminate voice and fair complexion. A malformation of the genital organs. He is said to be the result of incestuous relations between his mother and her father who has been a patient at a State hospital for the insane. He was sent to an orphan asylum when about two years old and was there until he was thirteen, when he was placed in a family home on a farm. It was found that he tried to entice little girls off with him so he was returned to the orphan asylum. He was examined by two physicians, both of whom considered him abnormal physically and mentally, hence he was sent to Rome with the statement that he had peculiar sexual tendencies, was fond of pretty things, not inclined to finish a piece of work.

At Rome he has been considered a border-line case with special ability for manual work. He carves wood nicely, is a good worker and helps in the printing office. He is bright and ambitious but silly and childish in speech and is untruthful. He is very neat and effeminate in his ways and will spend his money for powder and paint for his face. He is superficial, will talk continually going from one subject to another, displaying the smattering of knowledge that he has. It is said that he has to be watched lest he abuse younger boys.

Since he has recently been the subject of intensive psychological study the alternate questions of the Binet tests were used. It was found however that he remembered little of the original questions.

Mental age June, 1913, was 11. According to the scoring of the present examination, October, 1914, he graded 10.2, while September, 1914, he graded 10.1 by another examiner.

In X he failed with the pieces of money which is not surprising, since he has lived largely in institutions. He also failed with the three words in a sentence, giving an involved sentence which did not contain one of the given words. In XI he failed with the questions of absurdity and the three words in a sentence.

In XII he failed in everything except the problems. He failed with everything beyond. His answer to the differences between a president and a king is typical of his conversation. "A king rules two or three lands, a president one country like ours. They wear

crowns, gold, aren't they, have a stick they carry in their hands and dress in swell garments. A queen is like them, they have a throne. A president has a capitol where he lives, like Wilson lives in the White House. They get out and live somewhere else. All his daughters are married aren't they? A lot of people were worried when his wife died. I've got a piece about it in my Bible."

His record with the formboard was accurate. Time, fifteen seconds, which may be considered normal.

He succeeded with both construction puzzles quickly. His work with the apperception puzzle showed prompt and clear reasoning. In the cancellation test he was quick and accurate. Time one minute and thirty seconds. Errors, one. Motor coördination good. He lacks appreciation of the relative values of numbers.

Summary.—A boy with a superficial mind whose sex tendencies are such that there would be a grave danger if he were at large, but who has proven himself to be useful in the institution.

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No. 26

Charles B. No. 1753. Age, 6½. Mental age, 3.2.

The dull expression, broad set eyes, unusually malformed head with bosses and hollows, and defective speech make diagnosis of feeble-mindedness by inspection an easy matter with this child which is emphatically confirmed by more careful examination. His ears are small and are set low on the head, his nose has a broad base, palate is narrow and high and the jaw receding. Mouth breather. His father, who is from a respectable family, is one of the worst drunks in the city in which he lives and as he has to be supported and cared for in some way, is sentenced to the jail again and again. On a drunken spree he told his friends he was going to get married and finding a girl on the street corner who was willing, he did so. They have lived together part of the time since, but his long and frequent vacations in jail and her stays in the city almshouse break into their family life. She is feeble-minded, the type of woman who will do fairly well some days under supervision, then other days have no idea what she should do. Her mistress furnishes her with a nickel when she

wants to go downtown, with permission to go to a moving picture show, and the girl does not resent it or expect to have the money she earns. The mother's father was one of the fast set when he was young and is now spending the end of his life at the almshouse, a cripple and a pauper.

Charlie was sent to the children's home, but proved himself so troublesome and abnormal that he was sent to Rome. His ward record at Rome is that he is stupid and mischievous, and is not clean at night.

He was examined in December, 1913, when his mental age was three years and two points. In October, 1914, he graded exactly the same showing that he has made no progress in the last year and is now retarded three years. He is very distractible, even the pictures did not hold his attention during the examination, and his main idea was that he wanted everything he saw. He cried when he left because he could not have all of the pennies instead of the one he was given. His vocabulary is limited but he knows the names of common objects. His response to what he saw in the pictures was "Man" varied by "Woman" in one of them. He did not repeat even the short sentences, echoing only the last word, and he can repeat only two disconnected numerals. When given a pencil he made no attempt to draw anything but marks, although he is nearly seven years old.

Summary.—Although the child is only seven years old, he is unquestionably feeble-minded and a proper subject for permanent custodial care.

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### No. 27

Stillman M. No. 2284. Age, 9. Mental age, 5.3.

Stillman is one of the family described under No. 7. He is the most retarded of the three. He is a childish, quiet boy with defective speech, weak, trembling hands and narrow forehead. At nine years his permanent teeth are just appearing. Height, 50 inches. Weight, 56 pounds.

The Rome application blank states that he had a morbid habit of spitting, that he wet his clothes and bed and was stupid and unable to learn. In Rome he still occasionally soils his clothes in the day time and wets the bed, otherwise he is not troublesome.

He was given the Binet tests January 30, 1913, when he graded 4.3 and now in October, 1914, he grades 5.3, showing one year's progress in the last twenty-one months. In IV he failed to compare the lines; in V he failed with the repetition of the sentence and also failed to count four pennies. There were no failures in VI. In VII he described the pictures and named the colors. His best time with the formboard was thirty-five seconds which is slow for a nine-year-old boy. Puzzle A he learned to do after the third trial. He could not do the cancellation test as he did not recognize numerals. With the motor coördination test he showed poor control, hitting the same square many times and missing whole lines.

Summary.—By reason of mental retardation, slow development, lack of cleanliness and control and poor heredity, it is apparent that this boy is a proper custodial case.

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No. 28

Eva C. No. 1725. Age,  $10\frac{6}{12}$ . Mental age, 6.2.

Eva is a weak appearing, undersized child with a head which is broad at the back and slants forward forming a narrow, pointed face. Ears large, palate highly arched, tongue with enlarged papillae.

She is from a degenerate family. In 1906 the children were removed from the home by the Humane Society and put in an orphan asylum. At that time the living conditions were said to be indescribably bad. The family was broken up but in 1910 the parents were again living together in the same way and having more children. Of the five children, Eva is in Rome and the other four are inmates of the Syracuse State School for Feeble-minded Children. Both parents are feeble-minded and degenerate. The mother has been in a county almshouse. Triplets who later died, were born in 1906.

In Rome Eva has developed into a quiet, tidy child who can dress and care for herself. She was given the Binet tests in December, 1913, when she graded 4.3. In October, 1914, she graded 6.2, showing progress in the last year, but still a retarda-



tion of four years. She answered all of V. In VI she failed to execute three simultaneous commands forgetting one of them. In VII she succeeded only with naming the colors and counting the pennies. In VIII she named the days of the week.

She was slow but fairly accurate with the formboard and improved with successive trials, time 42 seconds, 40 seconds, 20 seconds. She learned how to do construction puzzle A after being directed once and knew how well enough to begin with any block and finish it.

Summary.—Eva is a feeble-minded girl from a degenerate, undesirable family, and while she is still making some progress mentally, she is too far behind to make the outlook favorable. Her training should be such as to fit her for a useful, happy institutional career.

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No. 29

Ralph I. No. 1832. Age,  $8\frac{1}{4}$ . Mental age, 4.2.

The noticeable feature of Ralph's appearance is the shape of his head which is unusually high and narrow above the ears, with a high, narrow forehead. Otherwise there are no marked physical defects. He is one of twins, the other one having been adopted.

There were in all seven children, one has been placed out and is doing well, another has been placed out and is considered slow. Four of the children were put in an orphan asylum when Ralph was two years old, the occasion being that the father deserted the family. He drinks badly, is said to be going with other women and has been in jail for stealing chickens. He is a good worker, but unreliable. The mother is considered defective and has had fits which were possibly epileptic.

Ralph was slow in learning to talk, it was difficult to hold his attention and he could not be taught not to strike the other children. He was four when admitted to Rome.

On the ward at Rome he is one of the meanest of the children, quarrelsome and destructive.

His mental age December 16, 1912, was 3.3, and October 27, 1914, he graded 4.4, showing about one year's progress in two years, and half the mentality that a child of his age should have.



He answered four questions beyond the fourth year group; those were comparing the weights, counting four pennies, showing the right hand and left ear, and three simultaneous commands. His work with the formboard was the poorest of any in the group. He showed almost no form perception for the first two trials, trying a block in one place after another; the third and fourth times he showed a decided improvement. He learned puzzle A after being shown four times. Motor coördination test poor.

Summary.— The boy is passing over the period of rapid development and is gaining only half of what he should. At eight years he is already four years behind. His mental limitations are marked.

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No. 30

Carlton W. No. 2745. Age, 9. Mental age, 5.2.

Carlton is a dark-haired boy with a straight, low forehead, small grey eyes, rather far apart, ears small and thick, the left one smaller, his second incisors just coming in, a fissured tongue and trembling hands.

His mother is in a State hospital for the insane, the whole family is said to be "queer acting" and one of her brothers "has always been called a fool."

The father of the boy is thought to be tubercular. He is being boarded at the expense of the county with his sister. There are three children in the family; of these the oldest, a girl of twenty, is at Rome as she was not useful enough doing housework to pay for her board. Carlton is the second, and the youngest is being boarded with her aunt. Hence the whole family is being cared for at public expense.

After the home was broken up he was cared for by relatives for a time, then taken to an orphan asylum. He was refused there, and sent to Rome with the record that mental defect was noticed at one year. On the wards he is not considered one of the brighter boys.

The Binet tests given December 3, 1913, showed a mental age of 4.4 years, while by the one given October, 1914, he graded 5.2, showing less than a year's progress in the last year and showing a

mental retardation of four years. When a nine-year-old boy makes simply a wavy line in the attempt to draw a square and cannot count and point above four, and when he cannot execute three simultaneous commands such as a child of six does with ease, there seems little doubt that his retardation is independent of surroundings or lack of training.

The tests show that his form perception is good but his motor coordination is poor.

Summary.— The boy is feeble-minded; at nine he is four years retarded and his mental development is proceeding slowly when he is at the period of normal rapid growth.

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No. 31

Abraham V. No. 2055. Age, 10. Mental age, 6.

A frail, freckled faced little boy with dark streaks under his eyes, large projecting ears, small nose, high palate, corroded teeth, mouth breather. He succumbs easily to disease, and wets his bed once or twice during the night. His speech is so defective as to be understood with difficulty. Height 52 inches. Weight 62 pounds.

He is the third generation of public charges. The paternal grandfather, whose mind had greatly deteriorated as the result of extreme alcoholism, died in the almshouse in 1913. The brothers and sisters of the grandfather were respected people and his wife is buried in the Quaker cemetery. Of his three sons, however, two are good-for-nothing alcoholics. One of these, the father of Aby, lives in a wretched hovel, his wife is dirty, coarse, illiterate and semi-intelligent and "if she were not as bad as he, she could not stand it to live there." Their four children were removed on the charge of improper guardianship and boarded at public expense. Aby being considered feeble-minded was sent to Rome, with the record "he is dangerous because he has thrown knives and scissors at his brothers, is also destructive, habits uncleanly. Has grown worse since he was struck by an automobile 3 years ago (1908)." As stated above, in Rome he has shown himself

to be a weak, quiet little fellow who could hardly be considered "dangerous."

In December, 1913, he graded 6.4 years mentally while in October, 1914, he graded to 6, showing that he is not making progress and at present is retarded 4 years.

He answered all of V. In VI he was mistaken about the right hand and left ear. In VII he succeeded only with the pictures. He could not keep his pointing and his counting together, failed completely with the diamond. Everything beyond describing the picture was a failure.

He was slow but accurate with the formboard, looking for the block to fit the spaces and filling the spaces systematically.

With puzzle A he stumbled upon the method in the first trial and each time after did it exactly the same way. Puzzle B he learned after the first trial. Cancellation 6 minutes 10 seconds. Errors 4. This is slow. Motor coördination fair.

Summary.—He is one of the weak ones, physically and mentally, whose existence depends upon the good care and regular life of the institution. His is the type of mind which adapts itself automatically to routine.

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### No. 32

Matthew H. No. 1742. Age, 11 $\frac{1}{2}$ . Mental age, 7.

Matt is a boy with dark skin, black hair, brown bloodshot eyes, a long, narrow, asymmetrical face, pointed jaw, large mouth with thick lips, projecting ears, separated teeth.

The family history obtained is that he, with his three brothers, was brought to an orphan asylum in a deplorable condition after the mother died of tuberculosis. The other children were placed in good homes and have done well as far as known. The father, a laborer and alcoholic, returned to his home in Pennsylvania after he was relieved of his children and nothing has been heard from him since. The paternal relatives are said to be illiterate and feeble-minded. The admission blank stated "Peculiarity noticed in babyhood, supposed cause heredity." Physical condition weak. Habits filthy at times.

He has had some of the simple industrial training at Rome. On the wards he is not classed with the brighter boys. Soils bed and trousers occasionally. Has times when he appears duller than others, and sometimes steals.

On October 25, 1912, his mental age was 7. In October, 1914, the same, showing no improvement and two years' greater retardation. He answered all of the VI group. In VII he failed to copy the diamond but this was made up by the days of the week in VIII so that he graded exactly 7.

His work with some of the other tests was an improvement upon this. His best time with the formboard was 17 seconds, done with a fair degree of accuracy. He did not succeed with construction puzzle A, but after being shown was able to do it the third time. He followed the five directions necessary to make the drinking cup and made it neatly. The cancellation test he did in fair time with only two errors. These all show that he is trainable in industrial work. However his reasoning was not sufficiently good to enable him to succeed with the apperception puzzle even when the correct pictures were chosen for him.

Summary.— He is certainly feeble-minded. At  $11\frac{1}{2}$  has the intelligence of a boy of 7 years but has slightly better form perception and motor coördination than might be expected from a boy of his mental age, which indicates that he is capable of a considerable amount of training.

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### No. 33

Lester H. No. 1638. Age, 10. Mental age, 5.2.

Lester first came to the attention of the poor law officials when the whole family became dependent by reason of the supposedly incurable illness of the father. The parents were removed to the county almshouse and the children to an orphan asylum. The mother was feeble-minded, hence was sent to Newark State Custodial Asylum. The mother's sister is also at Newark as a patient. The father, while of no great intelligence, was not considered defective and when relieved of the burden

of his feeble-minded wife and his children, recovered and as far as known has been able to maintain himself. All three children were sent to an orphan asylum but the asylum authorities refused to keep Lester, and sent him to Rome with the record "Speech defective. Passionate, uncleanly. Practices self-abuse continually. Is a glutton, eats dirt, etc." In Rome he is clean daytimes but sometimes wets the bed at night. He is easily disturbed and quarrelsome.

On December 13, 1912, he was given the Binet tests when he graded 4.1 mentally. October 27, 1914, he graded 5.2 showing an improvement of 1 year in the last two years. He is now retarded 5 years mentally. In V he failed in the repetition of the sentence and failed with everything beyond V except the definitions, aesthetic comparisons and the colors.

He was accurate but slow with the formboard but improved each trial, 57 seconds, 40 seconds, 35 seconds.

He learned construction puzzle A after being helped the fourth time (a 10-year-old boy should do this without help). In the motor coördination test he lost control and hit at random.

Summary.—He is a boy whose heredity, present mental retardation of 5 years at the age of 10 and very slow progress, mark him as a permanent custodial case.

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No. 34

Thomas K. No. 2322. Age, 11. Mental age, 6.

Thomas is a sturdy boy with a straight, narrow forehead, large blue eyes, very nearsighted; he has a flat nose and a large mouth which is usually open and sore at the corners from keeping his tongue out.

His family history is not known. He was admitted to Randall's Island, May 6, 1912, age 9 years. The diagnosis of feeble-mindedness was made there and he was transferred to Rome, October 17, 1912. In Rome he is quiet on the ward and obedient, but is mischievous. He is "the fighter of the bunch" and all of the boys are afraid of him and mind him. He is not

clean at night. He was transferred from the ward of the little boys for abusing the boys at night and for self-abuse.

In June, 1913, he graded exactly 7 years mentally and in October, 1914, he graded 6 years. He has made no progress mentally in the last year and is now 5 years retarded by the Binet tests. His drawings of both the square and the diamond were complete failures. He counted the pennies correctly to 12 then called the next one 14. In VI he failed with the aesthetic comparisons and beyond that he succeeded only with the days of the week and describing the pictures.

With the formboard he was slow, 30 seconds, and made some false moves which may have been partly due to defective vision. With puzzle A he knew how to fit the pieces in after the fourth trial but he could not change his method and was as much at sea as ever when told to begin with a different one. He could not do the cancellation test as he did not recognize the numerals. Motor coördination test poor.

Summary.—His mental deficiency is growing more marked as he grows older and he is a boy who requires permanent protection.

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### No. 35

Philip W. No. 2198. Age, 12 $\frac{5}{12}$ . Mental age, 7.2.

He is large for his age with no marked physical defects, aside from irregular teeth and small eyes. He is the child of an illegitimate union, his mother, now supposed to be dead, having been a woman of shady reputation. She deserted the child when he was two years old. He was taken into a free home and continued to live there until he was sent to Rome for observation. The history of the boy states that he was slow in learning to talk, and at about two years of age would refuse to eat at times and had violent fits of temper. He is said to have been indolent and to have had times when he ran wild and did not come home even for meals; he stole candy from the Christmas tree although he had plenty at home and he stole money although he could not count it. He seemed crazy over fire and matches and he made several attempts to burn a barn before he was sent here. He was forgetful, destruc-

tive and cruel. For instance, he had a pet pigeon which he cut up one day and fed to a stray dog. Was still in first grade in school on admission. At Rome he has been found a good and willing worker, full of fun, obedient and clean. He has helped outdoors with the grading and on the wards. At present he is working with the plumber and is doing well. He steals when he has a chance.

His mental age in June, 1913, was 8 years, while in October, 1914, he graded 7.2, showing no progress in the last year. He answered all of VII and in VIII he gave the comparisons from memory and the value of the stamps. He knows the days of the week but said them through twice, not knowing when to stop. He can make change of three cents from ten cents, but not nine cents from twenty-five cents. He got his weights arranged correctly once, but in two other trials had one inversion.

His record with the formboard, 15 seconds, was one of the best that have been made in this series. He succeeded with both of the construction puzzles, A in 45 seconds with 12 moves, and B in 3 minutes and 42 seconds with 29 moves, both of which records are fair.

He failed to follow the five directions for making the drinking cup. With the Aussage test he gave a descriptive account of the picture. He accepted and enlarged upon five suggestions of six offered which is characteristic of a childish mind. With the apperception test he made 7 out of 10 possible errors, then when the 10 correct pictures were chosen for him, he interchanged two of them, showing that his reasoning was not sufficiently good to do the puzzle.

His record with the cancellation test was fair, 2 minutes 7 seconds with 4 errors.

When he had finished, he remarked in a matter-of-fact way: "I suppose I done better than them all."

Summary.— There seems to be no doubt that the boy is feeble-minded, although his work with the other tests and about the institution indicates better mental ability than is shown by the Binet tests. Before he came to the institution two years ago, he showed decidedly that he was not prepared to lead the life normal to a child of his age.

## No. 36

Leon C. No. 2131. Age,  $14\frac{1}{2}$ . Mental age, 8.2.

Leon is a round-faced boy, stocky but short for his age. He has small grey eyes far apart and a flat nose, ears slightly projecting. Malformation of the genital organs, hypospadias. Before admission he was operated upon for double hernia, and either the testicles were removed at that time, or else they have never descended.

He has an alert manner and a good vocabulary of slang.

His parents are supposed to be living. The father, who is said to be a drunkard, works part of the time, and occasionally writes to the boy. The mother, said to be thoroughly bad, pays no attention to him. Twins, younger, have been discharged from an orphan asylum to a placing-out agency.

Leon was admitted to an orphan asylum December 12, 1910, and from there was sent to Rome a year later with the record that he could not tell colors, was very uncleanly, had kidney and bladder trouble, was slow in receiving impressions. In Rome he plays like a normal boy, is quiet and agreeable and tells what he will be when he grows up. He is a bad bed wetter. He has had practically no formal education. He has been in the class in color and form, has done some industrial work and plain sewing.

He was tested by the Binet tests January 30, 1913, when he graded 6.4 years mentally. November 3, 1914, he graded 8.2 mentally showing more than a year's improvement in the last two years but making him still retarded. He showed interest in the tests and perseverance in working them out. His only failure in VIII was in repeating five numerals. His memory span is equal to four only. He took a long time to work out the correct change for 9 cents from 25 cents but finally succeeded — this from a boy who has not been in school. He named the months with some difficulty. Answered the questions of comprehension.

With the formboard he was slow but accurate, 21 seconds, 19 seconds, 20 seconds. He succeeded with construction puzzle A after 4 minutes and 31 seconds in 29 moves and puzzle B in 3 minutes and 55 seconds in 26 moves. In this he was slow but tried to plan it out. He was able to follow the five directions



necessary to fold a drinking cup. In the Aussage test he gave a descriptive account of the picture. He proved to be very suggestible. His score with the cancellation test was in fair time but not accurate. Motor coördination good. He is able to tell time.

Summary.— This is a boy whose ability to plan and whose judgment have gone slightly ahead of his mental age. He is capable of receiving more training than he thus far has had. Mentally he is developing although far behind his actual age.

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No. 37

George M. No. 2180. Age, 16 $\frac{1}{2}$ . Mental age, 9.2.

George is a tall, thin, nervous looking boy with a long narrow head, fair hair and blue eyes, a very deep bass voice, talkative and speaks with a colorless drawl.

His father deserted the family in 1899 and has contributed nothing to the support of the family since. The mother is a nervous, hysterical woman "rather flighty."

After the father deserted she put all of the children in an orphan asylum except the youngest, but about 10 years later took them all out and tried to support them by dressmaking. At present she works in a shop and is away from home all day. The family just manage to maintain themselves. She seldom writes to George or pays him any attention.

The oldest boy, now 22, is in the army and does not help support the family. The second lives at home, next comes a fair-haired, nice mannered girl, then George and the youngest was sent to the Catholic Protectory January, 1914, because he was stealing. His sister reports "They say he is feeble-minded too."

George was a premature birth and condition was always abnormal. He had convulsions when a baby, could not learn in school and was mischievous. Admitted to an orphan asylum in 1899, reported rachitic, discharged to mother March 3, 1911. His mother was away all day, the boy was on the streets, was continually getting into trouble, was teased by the other boys and his mother could not manage him. Hence application was made for his admission to Rome where he was received March 25, 1912.

In the institution he has displayed a violent temper, is dissatisfied, hard to please, and is easily stirred up. He is obedient but likes the last word. He likes his music lessons best. He has frequently been out of class work in order to be out of doors for his lungs. He is clean. Is considered "queer."

Mental age, June, 1913, 10 years. In October, 1914, 9.2 years; physical age, 16 9/12 years, showing that he has not progressed in the last year, but rather is losing ground.

He says he was "born 1908 the same year as my big brother." "My brother is in the War in Mexico, but I don't know the address to that." He says he buys stamps with his money so that he can "sneak letters out." He has a surprisingly varied vocabulary, and in simply naming words fell into rhymes frequently as "porch, pouch, couch, ouch," with the remark, "That's a good one." He could not, however, give the opposites for he could not hold the idea. He failed absolutely with the questions of comprehension and absurdity, although he gave long answers which suited him. To the railroad accident with 48 people killed, he said, "They could make one or two funerals out of that." On the other hand he gave good interpretations of the pictures. Beyond the eight-year group he answered only occasional questions. With the formboard he was extremely slow, 24 minutes being the best time in three trials. Nearly every block was tried in a wrong place first. He failed with both construction puzzles. Then puzzle A was used for a learning test. It was not until the sixth trial that he had learned to do it, and even at the seventh made some false moves.

He failed to follow the five directions necessary to make a drinking cup.

With the butcher shop picture he gave a good interpretative account but was decidedly suggestible. He was slow with the cancellation test but made but one error. Motor coördination test poor.

Summary.—George seems to have reached the zenith of his ability. His motor coördination is poor. He is unable to learn with ease, or to plan ahead. He is egotistical, disagreeable, has a violent temper and is hard to please. He is said to show some symptoms of insanity. The fact that beyond the VIII year

group he scattered in the rest of the tests may point to the beginning of mental unbalance. With a 9 year old mentality, nervous instability, and no indications of improvement, competition with normal persons outside an institution would be an unequal struggle.

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No. 38

Leroy L. No. 1834. Age 12. Mental age 5.4.

A fair-haired, rather attractive boy with no striking physical defect. His forehead is low, his eyes slightly smaller than the average and far apart. Hands stubby. He comes from a home of typically feeble-minded living. The house is an old shack on the outskirts of the town. Inside there is a continual state of disorder with the food left on the table from one meal to the next, onion or apple peelings or dirty rags in the chairs and the bed piled full of dirty clothes. The mother is considered mentally defective, does not know the ages of her children nor her own. She has been seen beating her children cruelly. She begs.

The father is not remarkable in any way. Leroy is the oldest of four children. Of these one died at 11 months, one born 1904, has been complained of as a public nuisance and considered a fit subject for Rome, but as there have been no recent complaints, the matter has been dropped, the fourth was born in 1912, and as yet gives no evidence of mental defect.

Leroy while at home, was a frequent cause of complaint. He would run through a muddy ditch, half naked, then would go through people's houses and snatch things. He was frequently in the police station and his mother, as might be expected, could not control him. He was admitted to Rome November, 1910, when he was eight.

A mental examination January 1, 1913, showed a mental age of 4.2 while October, 1914, he graded 5.4, showing more than a year's progress in the last two years. At present at the age of twelve he is retarded six years.

In V he failed to repeat the usual sentence. In VI he failed to show right hand and left ear and failed with three simultaneous commands.

In VII failed with everything except to describe the pictures and to see the omissions in the pictures, and failed with everything beyond. He was slow with the formboard but showed improvement in three trials, the time being 73 seconds, 43 seconds and 35 seconds.

He learned puzzle A from being shown once, but was unable to vary his method, showing automatism which is characteristic of the feeble-minded. As might be expected he failed completely with the apperception puzzle.

Summary.—A child who seems to be without doubt feeble-minded as at twelve years he is retarded six years by the Binet tests.

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No. 39

Harriet M. No. 2017. Age 15. Mental age 7.1.

She is undersized and dull in appearance, with asymmetrical face, low forehead, a long, pointed, protruding jaw, high palate, a large tongue with enlarged papillae, and general expression dull. Further than that the father has been alcoholic for years, nothing is known of the family history.

Her application blank states that she had epileptic convulsions at two years of age which occurred for a year or two but have not been observed since. At that time she was cleanly but contrary. In the institution she is not remarkable in any way. She is quiet and adapts herself to the regular routine.

In December, 1913, she graded 6 years and 3 points by the Binet tests while in November, 1914, she grades 7 years and 1 point showing some slight progress in the last year but still making her mental retardation 7 years. She succeeded with all of the questions in VI. In VII she failed to direct her muscular efforts well enough to succeed in drawing the diamond from copy. (She is 15 years of age.) In VIII she failed to count up the value of the stamps, to repeat 5 numerals or to count backward from 20. In IX she succeeded only with the months. Her form perception is probably normal, she did the formboard without false moves and in fairly good time, 18 seconds. She succeeded with both construction puzzles and got the idea so that she could

change the method. She succeeded in following the five directions for making the drinking cup but her work was not neat enough to make it successful. Her reasoning and grasp of whole situations are not so good. With Healy's apperception puzzle she made 8 errors out of a possible 10, and when the correct pictures were chosen for her to put in to complete the picture she did not get them all in correctly.

Summary.—Harriet is a quiet, agreeable, feeble-minded girl who has nearly reached the height of her mental development as the years of adolescence have almost passed. It would be no more unreasonable and inhumane to expect a child of 7 years to make her way in the world than to expect it of this girl of 15 with the mental ability of a child of 7 years. She should be entitled to permanent protection and care.

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No. 40

Mabel D. No. 2194. Age 14. Mental age 7.

Mabel is an alert, affectionate little girl, decidedly undersized for a child of 14, with very blue eyes, low forehead and flat nose. Has not yet menstruated. Height 4 feet 7½ inches. Weight 84 pounds.

She is from a degenerate migratory family which has had outdoor relief in several counties. The mother is mentally defective and decidedly immoral, has been known under three different names and has children by each name. Several of the children have been in orphan asylums at public expense. Nothing is known of the father of this family of children. The present husband of the mother is a shiftless drunkard who becomes ill if any work is found for him. The oldest girl, a dwarf and feeble-minded, does what housework is done in the home. Two of the boys have been in Industry, one of these in Craig Colony and one sister is in the Syracuse State School for Feeble-Minded Children. Mabel was removed from the family and sent to Rome, April 10, 1912, as she was not allowed in school. Was irresponsible and uncleanly. On the wards she is a stubborn child and will not do as she is asked unless she is made to. She

is clean both day and night and has just begun to comb her own hair. She is talkative. She has had a small amount of training in industrial work and can also write her name.

She was examined December 1, 1913, when she graded 6.1. In the present examination November, 1914, she graded 7, showing that she has developed a year mentally in the last year.

In VII she failed to copy the diamond and she failed with everything beyond that. She was slow with the formboard, 25 seconds, 30 seconds, 25 seconds, and made false moves. Construction puzzle A she learned after being shown once but could not change her method until the third time. She was slow but accurate with the cancellation test.

With the apperception puzzle she was able to place the 10 blocks correctly after they were chosen for her showing that she did appreciate the story.

Summary.—She is a child of determination, alert in manner and a good talker. However, at the age when the average child is completing the 8th grade in school work, Mabel has not acquired the days of the week and does not have sufficient control of eye and hand muscles to draw a diamond from a copy. Her under physical development and childish appearance correspond with her retarded mentality.

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#### No. 41

John B. No. 1849. Age  $16\frac{8}{12}$ . Mental age, 7.1.

A tall, slender, thin-faced boy with good features and an agreeable manner. His palate is high and his tongue fissured. His fingers are double jointed. Nothing is known of the father other than that he is dead. The whereabouts of the mother is not known. In 1911 she had left the county where she had been a public charge, hence the county officials were no longer interested. She is said to have been "good for nothing." The family became destitute and were turned over to the Superintendent of the Poor. One of the children was sent to Rome but later sent to Syracuse where he now is. The three younger chil-

dren were placed in a children's home, then "were sent out west, through the Children's Aid Society."

John was placed in a farm home but he could not learn to be useful so he was sent to Industry to be taught. At Industry he was considered a case for Rome and hence was sent there. His application blank stated that he was a chronic masturbator, very irritable and soiled himself. However in Rome he is conspicuous for his "awful temper," attacks of which appear without apparent cause and when he seems almost insane. He is uneven, disobedient and untruthful. Uses bad language. He is a good worker.

He was tested June, 1913, when he graded 7.3 while in October, 1914, he graded 7.1 showing that he has reached the height of his mental attainments. He failed to name the colors, he cannot count above 12, hence cannot count backward from 20. He answered nothing beyond the 8 year group.

He was slow but accurate with the formboard. He succeeded with construction puzzle A but failed with B. He gave a descriptive account of the butcher shop picture and proved to be very suggestible. With the cancellation test he was slow, was not systematic, but was very careful.

Summary.—A 7 year mentality combined with a violent temper, disobedience and untruthfulness, makes the boy a proper custodial case.

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No. 42

William M. Nos. 1919 and 2653. Age, 17½. Mental age, 7.3.

William is a black haired, blue eyed boy, fairly well developed, with a weak mouth but no special abnormality. He is pigeon breasted and has a slight lateral spinal curvature. The mother had pleurisy with effusion just before becoming pregnant with William. For 6 weeks she took quantities of sedative drugs, chloral, etc. His mother states that his mentality has improved in the last 10 years. He is cleanly and reads a little.

In Rome he is a quiet, clean obedient boy, childish in some ways but showing some good sense. He is a good worker.

He was examined in June, 1913, when he graded 8 years. In October, 1914, he was again examined when he graded 7.3, showing that he is not making any progress. Beyond VII he made comparisons from memory, repeated the days of the week and the five numerals.

He was accurate with the formboard and fairly quick. He failed with both construction puzzles, which he did by the trial and error method. With the butcher shop picture he gave a fair account but accepted all suggestions offered. He was slow, 3 minutes and 40 seconds, with the cancellation test and made 4 errors. Motor coördination fair.

Summary.—The boy is feeble-minded. With no vicious traits or bad habits, he may be able to approach self-support when working under constant direction.

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No. 43

Arthur P. No. 2132. Age  $12\frac{8}{7}$ . Mental age, 4.4.

Arthur is a boy with small features, a foolish, good natured smile and no noticeable physical defects. His mother has separated from her husband, is living with another man and has a baby by him. She does not know her own age, the ages of her children nor exactly where they are, for they have been given homes by other people. She is evidently feeble-minded.

The father is a worthless fellow, a day laborer who has never supported his family. He is himself an illegitimate child. A sister of the mother is an inmate of Newark State Custodial Asylum and a brother is recognized in the community as foolish. A cousin has a bad reputation, one illegitimate child and is about as bright as the mother and aunt of Arthur. The father's family also belong to the lower stratum of society, live in very poor homes and manage to get along.

The child was neglected and abused by his parents, and was cared for largely by his grandparents before admission. His application blank states that he was unable to learn in the public school. He was admitted to Rome when 9 years of age and hence



had an opportunity to show his ability in the world at large before being sent to Rome. In Rome he is obedient and not troublesome.

January 1, 1913, he graded 4.1 by the Binet tests, while October 28, 1914, he graded 4.4 showing less than a year's progress in nearly 2 years, and making him 8 years retarded. Beyond the IV group he answered only four questions. When given a pencil he did not attempt to make a picture but simply drew lines. His time with the formboard was 2 minutes and 44 seconds, 1 minute and 13 seconds, and 50 seconds, which was slow but showed improvement; the last time the forms were not confused as in the first case.

Summary.—The boy is feeble-minded and is making very slow progress. At 12 years he does not measure up to 5 years mentality.

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No. 44

Elliot R. No. 1768. Age, 12. Mental age, 5.3.

Elliot is a stupid, good natured boy, with large, projecting ears, thick lips, irregular teeth, fissured tongue; a mouth breather; left-handed; motor coördination poor.

The father is a Jewish teacher who receives \$40.00 a month. The mother is a feeble-minded woman, now an inmate of Rome. Her father was alcoholic. She was the mother of five children as follows:

The oldest, a girl, has graduated from high school and seems to be normal.

The second, a boy, was admitted to Rome in 1904 at the age of 11 and discharged in 1905 because it was felt there was not sufficient proof that he was feeble-minded. He was admitted to Syracuse the same year and has been there since. In January, 1914, he tested 7.3 mentally at 21 years of age.

The third, a boy, has a history almost identical with the second. He was admitted to and discharged from Rome and the next year admitted to Syracuse. His mental age in July, 1913, was 7.2 when 16 years of age. He does fairly well in the Beginners' First Reader, can add to 10 but cannot subtract,

responds to simpler forms of manual training but cannot grasp the more complex.

The fourth, a girl, was admitted to Rome and discharged at the same time as the others, and later was admitted to Syracuse. In January, 1914, at the age of fourteen, she graded 6 by the Binet tests. She could not advance beyond sense training and kindergarten work.

Of these three it is said, "These children are all of the simple, inoffensive type, and were quite attractive when small, but became coarser as they grew older."

Elliot is the fifth child in the family. He was admitted to Rome in 1910 at the age of 8. In January, 1913, he tested 5.4 mentally while in October, 1914, he graded 5.3, showing no improvement in the last 21 months, and since he is now 12 years of age there is little hope of further development. He does not understand the simplest questions and talks at random.

Beyond IV he was able to copy the square but not the diamond; to repeat the sentence of ten syllables; to count 4 and 13 pennies; to distinguish between morning and afternoon; give definitions by use, describe the pictures, and name the colors, giving him a grade of 5.3. His formboard time was 44 seconds, 48 seconds, 47 seconds, which is about the average for a five-year mentality. He was fairly accurate. He learned to do puzzle A by one method the second trial, but even after doing it seven times failed when told to begin with another block, showing simply the rote method of learning.

Summary.—The boy is feeble-minded without prospect for further mental development.

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#### No. 45

Paul G. No. 2382. Age,  $14\frac{1}{2}$  years. Mental age, 9.3.

A recent visit to Paul's home showed him in an environment of his own creation, a little camp in the woods which he is building with the help of another boy who knows less than he.

The camp, the interior dimensions of which are about 5 feet by 10 feet, is made of small logs planed off at the ends to nail well

about the door and window frames and at the corners. The roof is shingled with tin signs, and a fireplace is in the process of construction. A crude and tiny but usable rustic bridge leads to the house.

Paul himself, sunburned and dirty, but looking strong and well exhibited his camp and explained how he was going to tile the fire-place. The boys have taken possession of the wooded hillside and have appropriated whatever they want in the way of small trees, unused tile, and box heads. The camp bears out Paul's reputation for mechanical ability, and that ability together with a pleasing personality has won him friends in the village. One group of people admits that the boy is "mentally defective" but not feeble-minded, and insists that if the boy ever did anything wrong his mother was more to blame than he. The school authorities and some whose interest has not been enlisted have put upon him the blame for all the misdemeanors in the neighborhood. Both factions agree that the mother is more unstable than Paul.

The boy is handicapped by bad heredity. There is insanity on both sides of the family. Paul's father, a rough man with an extremely violent temper, has left the family and is living openly with a married woman. Paul's paternal grandfather was insane; one of his uncles was feeble-minded and did petty thieving. The men in the family are given to sexual irregularities and violent outbursts of temper. Paul's mother is an extremely nervous, illogical woman. She is a clean, neat worker, but undependable. She has never been able to control Paul and all of her children have left home as soon as possible. As an example of her instability, in the last three months since school has begun she has been to the principal twice, once insisting that he take Paul back in school, and the second time equally insistent that he take no steps to compel him to go to school. Paul's oldest brother is recognized in the community as feeble-minded. He works on farms in the vicinity and just manages to maintain himself with his mother's house to go to between jobs. He was in a hospital for the insane for a short time because his mother became afraid of him. The next two in the family died in infancy. One sister was insane after the birth of her first child, but recovered; another ran away to get married. The fifth could not learn in school, ran away

and went west but afterward returned and works on farms. Paul is the youngest child in the family.

From the time he was a little boy he has had violent outbursts of temper. The other children liked to tease him for he would become rigid with rage, then swear violently. His mother, herself nervous and unstable, could not manage him. Neighbors, who in emergencies kept the child for two or three weeks at a time, had no difficulty in controlling him. He could not learn in the public schools without extra attention and became more and more troublesome until finally the principal refused to have him longer. At this time there was a gang of rough boys in the neighborhood who did some petty thieving and Paul was accused of having been with them. It then happened that Paul was accused of being the author of everything that went wrong in the neighborhood, and matters became so acute that some steps had to be taken. An attempt was made to get him into the School for the Feeble-Minded at Syracuse, but as there were no vacancies he was sent to Rome. This was January 18, 1913, when he was 13 years old. He did not take to the institutional life any more kindly than to the public schools. He teased and disturbed the other patients and was on the lookout for a chance to run away. As a worker he was dependable and accurate. He learned to make beautiful baskets, using his own designs, and as at home, he liked to work with tools.

He was decidedly nervous and easily upset, so much so that it was thought there that he would sometime become insane. He states that the other patients, especially the low-grade ones, made him nervous. With the help of an experienced older patient and in company with him he made his escape in June, 1914. The boys rode on freight trains at night and kept on the outskirts of the towns during the day. Paul begged bread and earned a little money by carrying suitcases, and thus they provided themselves with food.

When they reached one of the larger cities they were arrested by the police and Paul was sent to his mother. Being terrified for some time lest someone should take him back to Rome, he ran away from home, going to his sister's in a neighboring county, and then when his mother located him there, running away again and staying on a farm in the mountains.

He has not been in any trouble since he came home. While in Rome he improved greatly in manners and learned to read a little. While he was away his mother worried constantly thinking he was unhappy at Rome. Now that he is at home she is more worried lest he get into trouble. The new effect is already beginning to wear off and he obeys her less readily than he did at first.

A number of people stand ready to help Paul but none of them knows exactly what to do. His earnings are practically negligible and the burden of his support will fall heavily upon the mother who has nothing but her little place and her own work by the day to depend upon.

Paul was given the Binet tests in June, 1913, when he tested 9.3. He answered questions intelligently but could not read nor write, could not name the months in order, nor make a sentence using three given words. He did the construction puzzles well without any clumsiness or self-consciousness, and he showed decided foresight. He gave a poor account of the butcher shop picture but proved not to be suggestible.

Summary.—With careful and special training and very good control and discipline it seems possible that Paul might have been restored to a condition approaching normal. Whether or not this is still possible is a debatable question. In any case it is evident that he will not have the needful control and training at home. His mother and his warm friends admit that he is not capable of directing his own activities and will always need some one to help him along. He is certainly capable of receiving much more training than he at present has, and with 9 year mentality he should be able to learn to read and figure enough to help him in his work. He would not benefit by a further stay at Rome as he cordially hates the place.

While it is impossible to predict the future of such a boy, there is the possibility that he may join the vagrant classes, for he is impatient of control, likes life out of doors, has already tested its possibilities and has dropped hints of going west where nobody can get him. On the other hand he is not a lazy boy and when agreeably employed is not irritable or nervous. A farm colony under careful supervision would be the best place for him.

## No. 46

David V. No. 2324. Age 13 $\frac{1}{2}$ . Mental age, 8.

David is a neat, alert, happy-faced boy, a very good talker, who makes a favorable impression upon people. He is of normal size for his age, has good features except that one eye is slightly crossed and his teeth are dark. His hands are coarse and stubby and his muscular coördination poor.

The family on both sides have degenerated from good stock. His paternal grandmother was insane and died in the county almshouse. The father, a vicious drinking man, after the death of his wife, lived a roving life with a drinking, immoral woman as mistress. The children, abused by her, were removed on the ground of improper guardianship. The oldest girl was sent to the New York State Training School at Hudson, where she proved to be restless, nervous, an incessant talker, untruthful and quarrelsome. At 14 years she graded 11 by the Binet tests. David is second in line of birth. Two younger children have been placed in homes and are reported to be doing well.

David was brought up under the worst possible surroundings until he was about 8. For the next 2 years he was in the hospital almost constantly for a broken leg, broken collar bone, operation for hernia, circumcision, removal of adenoids and a severe attack of typhoid fever. People became interested in him while he was in the hospital and he was tried in several good homes. He would run away from these and tell pitiful stories about himself, was troublesome and unmanageable. He was examined at a psychopathic clinic. The statement made was that: "He has an alert, shallow mind. His habits are such that I do not believe he could be adequately cared for outside an institution." He had had several years' schooling and was still in the first grade, was irresponsible and secretive, but affectionate and appealing. He was sent to Rome October 17, 1912. While there he had training in music, manual work and some school work. In the institution as outside, he proved his good disposition and good habits and it was desired to try him outside again. He was paroled September 21, 1914. He is now in a good boarding home in a small city under watchful care, has been entered at the boys' Y. M. C. A. He now (November, 1914,) boasts about the things he learned

to do at Rome. He says he learned to make baskets, but given the materials he cannot begin one. He says he worked in the carpenter shop, but cannot tell anything that he made. He can "read" certain stories in a second reader which he has studied but he cannot tell the story, except in the words of the book and he cannot name the separate words. At sight he reads with difficulty out of a first reader, showing that his reading is rote memory. He was tried in the 2nd grade in the public school but was soon removed to the special class as being better adapted to him. His mental age in December, 1913, was 8 years and again in September, 1914, it was the same, making a retardation of 5 years.

Summary.—The boy appears undoubtedly to be feeble-minded. However, his good habits and disposition make it safe and possible for him to have this one additional opportunity to show his ability to make his way in the world.

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No. 47

Frederick S. No. 2057. Age, 10½. Mental age, 6.

Fred is an undersized, black little fellow, bashful and silent. His nose is small and flat, his ears are poorly formed, his palate high and teeth irregular. He began his institutional career in 1911, when he was sent to an orphan asylum because the mother deserted the family. She is immoral and defective and used to strike the children on the head and neglect them. She is now a patient in a tuberculosis sanatorium. The father, a decent, intelligent man, surrendered all claim on the children. There were four children in the family. The oldest a boy who was lower grade than Fred, was sent to Rome at the same time and died there of tuberculosis, August 8, 1914. Fred is the next and there are two younger girls whom the mother kept with her. The paternal aunt, who now has Fred, is a neat, intelligent colored woman who has a clean, comfortable home. She is a cook and her husband a chauffeur and both are well spoken of.

From the orphan asylum the two boys were sent to Rome because they were considered mentally defective. Fred was then



uncleanly and gluttonous, laughed in an idiotic manner and seemed to lack comprehension.

After the death of the oldest boy the aunt wanted to take Fred and did so September 19, 1914. She was dismayed at first at how little the boy knew, especially in comparison to her own bright 11 year old boy. She feels that he is improving now and she is trying to teach him. She immediately sent him to school and Sunday School both of which he attends regularly.

The city in which he lives is just organizing special classes for defective children and Fred was one of the first to be selected for examination for the class. The examining physician pronounced him a custodial case. He has been started, not in the regular first grade work, but in a class whose work is preliminary to that of the first grade, and he has not been able to do the work. He makes no attempt to use a pencil, even for drawing pictures. Sometimes he is cheerful and somewhat responsive, other times he is silent and stubborn. What he learns one day is forgotten the next. He is a quiet little fellow and makes no trouble in school.

He was examined December 3, 1913, when he tested 4.3 and now he grades exactly 6, showing good progress in the last year but still making him 4 years retarded. The changed environment and the individual attention may have had a temporary stimulating effect upon him.

Summary.— There is no doubt that the boy is feeble-minded. No fault can be found with the home the boy is in nor the care he is receiving, but he is one of the special problems of the public school system from which he can receive little benefit. He is a boy who will always need special care.

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No. 48

Louis R. No. 2159. Age, 19. Mental age, 8.

He is a typical street gamin, undersized, with narrow forehead, pointed face, and a sly, shrewd grin. His ears have large auricles, he has a thick, hooked nose, thick lips and strong, even teeth. His tongue is long with enlarged papillae.



The father is a Russian Jew, a faithful worker who earns \$8 a week as a tinsmith, but obliged on account of poor health to take two or more months of the year in the country. He is not the subject of public charity.

The mother died at childbirth. The older sister is a refined, bright girl. Louis is the second in the family. The youngest child in the family is in the fourth grade at 12 years, but her school work has had several interruptions. Other members of the family appear normal and refined and are contributing to the support of a dependent member.

Louis was sent to an orphan asylum after the death of the mother. At this time he was "wild," in that he was restless and uncontrollable. From there he was sent to Randall's Island twice, once for "sore eyes" and after the second time he was sent to Rome. At Rome he proved to be irresponsible, easily excited and not clean at night. He was lazy and had to be coaxed to work, but once started he could do it. He worked in the mat shop and printing office. Has been tried on several musical instruments without success.

In September, 1914, at the request of his sister, Louis was allowed to go to his father on parole. The firm for which the father has worked for some years have taken Louis and are paying him \$5 per week. However, he is not worth that amount to them. The foreman states that he has a "backward spirit" and in order to improve he should have a "forward spirit." The other boys in the shop tease him. He is with his father constantly, boarding in a place as good as they can afford. He still is unclean at night, is recognized by his relatives as feeble-minded, "talks like a child," is unable to compute the simplest change. His father thinks Louis will be all right as long as he is able to work with him, but should his health fail again, he is not hopeful that Louis can get along.

In June, 1913, Louis graded 8.1 years by the Binet tests. He did readily all of the tests for VII except to repeat 5 numerals, gave the days of the week and copied the design.

Summary.—The boy at 19 cannot be considered self-supporting nor capable of self support and the age for improvement is past.

## No. 49

Louis M. No. 2474. Age,  $11\frac{1}{2}$  years. Mental age, 7.4.

There is nothing in the appearance of Louis to suggest that he is in any way out of the ordinary. He answers questions promptly and has a pleasant manner. Pronounced Darwinian tubercles. His mother is a colorless woman of little judgment who does not keep her house or her children clean. The father is an ordinary laborer. The older brother is said to be feeble-minded. An 8-year-old child is in the second grade and is considered bright by her teacher while a 6-year-old child, who presents nothing remarkable in appearance, has not been to school.

In 1913 the police justice reported the case to the County Agency for Dependent Children. The boy was stealing and the father wanted him cared for lest he could not pay for some of the things which the boy might steal in the future. His mother said that he had stolen always and said in explanation that she thought she marked him from a woman boarding in the house while she was carrying him, who stole. She said that before he was three he stole her sister's watch and tried to hide it. He would steal from her purse whenever he had a chance. Whipping did no good. He stole a horse at the age of eight and a wheel a few weeks before. On one occasion he broke into a store and stole pipes and candy. Louis said he did not know why he stole but he usually bought things to eat with the money.

His teacher reported he had been attending school since he was five but was only able to keep up fairly well with the first grade. At this time he was beginning to smoke and had stolen beer.

As an experiment, he was placed in a good boarding home in the country with a woman of whom he was fond. He returned to his own home in six days with \$11 which he had stolen and which he buried in the back yard. This brought matters to a climax. A decision had to be made between Rome and Industry and as a local physician pronounced him feeble-minded, he was sent to Rome.

He was in Rome for just a year. Four months ago he was returned to his home. The family live in a detached house with a good-sized yard. Most of the neighbors are Italians and it is regarded as a tough section. The mother says that Louis has been

downtown at night but once and then his father went after him with a strap. She also says that Louis has not stolen anything to her knowledge since he came back but that he is showing a violent temper which he did not have when he went away. At a slight provocation and quite unexpectedly he will cry loudly, become red in the face and tense and rigid.

He started in the second grade in school and his teacher reports that he is doing the work in the grade and has made no trouble. However, he has played truant four or five times in the three months he has been in school. His teacher has avoided any issue with the boy because his sister told her one day that "Louis had had a fit" that morning before school. He comes to school in a satisfactory condition and is furnished with necessary supplies.

He was given the Binet tests December 3, 1913, while at Rome when he graded 7.4. When tested at his home in November, 1914, he again graded 7.4, showing no progress in the last year and making his retardation more than 3 years. He was able to answer all the VII group and beyond that he succeeded with the comparisons from memory, the days of the week, the repetition of 5 numerals and the definitions.

Summary.—There seems no doubt that the boy is feeble-minded. This is borne out by the result of the tests, his lack of progress in the last year, his retardation in school work, and the opinion of the local physician. His stealing and his violent temper are manifestations of the same thing. At present he is not getting into any difficulty in the community. How long this will last is merely a matter of conjecture, especially in view of the fact that his mother is not a woman capable of using good judgment in guiding him.\*

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No. 50

Theodore F. No. 2377. Age,  $14\frac{3}{4}$ . Mental age, 4.4  
(December, 1913).

This is a boy whose stunted growth and defective speech give the impression of a child much younger than he actually is. He is red-haired, freckle-faced, smiling and dirty.

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\* Readmitted to Rome State Custodial Asylum, February 25, 1915.

The family of six occupy three rooms in a respectable detached house in a suburban section of the city. The rooms are bare and in an indifferent state of cleanliness. The father is temporarily employed as a painter. He writes an illiterate but intelligible letter. The visit to the mother confirms the report that she is feeble-minded. She showed no curiosity as to the object of the visit and lied in a simple fashion. She states that she has lost ten children and has five living, but as she lost the family record during the last migration she does not know the dates.

The oldest daughter, said to be feeble-minded, is married and has gone to Canada. A sixteen-year old girl, obviously feeble-minded, grades five mentally, is undersized, and simple and childish in manner and appearance.

Theodore is the next living, and younger are two little girls, a nine-year old child in the first grade whose teacher states that she seems like a four-year old child, and a baby who presents nothing remarkable in appearance. A cousin in the same school with the former is feeble-minded.

When Theodore was first admitted to the special classes he would do such unexpected things as to scream suddenly or stand on his head or trip someone. He afterward became tamer in the class. At home he was unmanageable. He stole, smoked incessantly, and would drink beer when he could get it. His mother stated that she could do nothing with him so she used to lock him out of the house.

He showed no such tendencies in the institution. When the family moved to Ohio they applied for the discharge of the boy which was granted in December, 1913. On entering a public school system not provided with special classes he was put in the first grade. Obviously he is out of place with the little children. He is annoying and troublesome, shouts while the others are singing, makes horrid noises, pounds on the desk to attract attention. He comes to school in a dirty, unkempt condition, is not provided with proper school supplies, and at times pushes and shoves the smaller children on the playground.

When not in school he is on the streets, hardly taking time at home to snatch his meals. The night before the visit was made he was seen a long distance from home throwing stones at

the street cars. As the district in which he lives is not regularly policed he is not in trouble with the officials.

In December, 1913, he graded 4.4 by the Binet test, showing a retardation of eight years.

Summary.—A feeble-minded child who shows the same traits upon discharge from the institution which made his commitment necessary.

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No. 51

Helen C. No. 2406. Age, 15. Mental age, 8.3.

Helen is a childish, round-faced girl, with defective vision but no noticeable physical defects. Height 4 feet 11½ inches. Weight 94 pounds.

Her father was alcoholic, was in jail for intoxication, and died of tuberculosis in the county almshouse. The mother is feeble-minded and was admitted to Rome. Admission for her was especially sought as she was talking of getting married again. She was discharged November, 1914, and is now doing housework for her board. She has been the mother of eight children and the family has been supported at public expense almost constantly. The oldest child in the family, a boy aged 17, was placed on probation for arson in 1909. The same year he was sent to Industry for petit larceny, and escaped from there four times. At the expiration of his sentence he was sent to Rome, January 16, 1914, but escaped, and as he was not located was discharged August 3, 1914. Helen is next. The other children have been cared for in the orphan home. These are all under 14 and their mentality has not been determined.

Helen was cared for in an orphan asylum for a time, was slow in school, poor in all studies except writing and drawing, and untruthful. As it became time for her to leave the orphan asylum she was taken to an experienced psychologist for diagnosis who made the following statement February 23, 1913:

“In reference to Helen C. whom I have examined for you to-day, I beg to inform you that this child is defective. She is of the feeble-minded type known as moron and her intelligence is not quite equal to that of a girl of ten years, although I am informed that she will be fifteen years old in March. Her mental

capacity is quite limited in many respects and she is far from normal."

On the basis of this report which confirmed the opinion of those dealing with her she was sent to Rome February, 1913. She was paroled August 29, 1914, to a country home where her work is to care for two little children. She receives no pay but works for her board and clothes. The family do not feel that she earns any more but they can trust her with the children.

Her mental age in December, 1913, was 8.3.

Summary.— She is a feeble-minded girl who, if she is allowed to marry, is quite likely to repeat the history of her mother. She is able to work under direction.

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No. 52

David M. No. 2422. Age, 16 $\frac{1}{2}$ . Mental age, 11 (June, 1913).

Died February 7, 1914, of typhoid fever.

He was a conceited "smarty" boy with nothing peculiar physically except high narrow palate and a fissured tongue. When excited he stammered badly.

The parents were both born in Russia. The father is dead; the mother is a dull, but neat, clean, good woman. One sister got to the fifth grade in school, is careless and dirty, and unable to keep a job. One brother is on the vaudeville stage; one has been in Industry and is now in the navy.

In the public schools David was unable to do 3 A grade work, but could do errands around the class room. He was resentful about being sent to Rome. There he worked in the dining-room.

By a mental examination made in June, 1913, he graded 11. He failed with the questions of comprehension, with the design, with the dissected sentences, and with the problem in XII. Formboard, 27 seconds, 20 seconds, 22 seconds, which is slow for a mental age of 11. He succeeded with both construction puzzles and remarked "Those are good puzzles all right." He gave a descriptive account of the butcher-shop picture, and proved to be suggestible.

Summary.— High-grade moron.

## EXHIBIT B

In New York State there is an immense investment of money in institutional plants, and the institutions are diversified to meet many needs. It is, however, probably true that each institution is clogged with a certain percentage of misfit cases, and the means of transferring such cases to the proper institution are crude, and many times superintendents do not know what it is best to do with certain inmates, although they realize that they are not being benefited by the care and training provided in the given institution. The usual means of transfer is to send the person back to the committing officer, but he used his best judgment in the first instance and is often bewildered to know what step to take next with the case, and especially how to care for it properly while he is finding out what to do. The problem of what to do with doubtful cases is one of the most serious ones facing conscientious social workers to-day. Their attempts and failures often cause public dependents to be sent hither and yon. The "trial and error" method of work is considered the most primitive and inefficient by psychologists. Better diagnosis and prognosis of cases are needed. The following institutional histories, which were taken from the records of the Bureau of Analysis and Investigation, show the manner in which twenty-eight cases of feeble-mindedness were handled by public and private charitable agencies, and the presumption is that the nature of the defect might have been diagnosed quite early in life, if the children had been brought before persons competent to recognize the symptoms of mental defectiveness.

INSTITUTIONAL CAREERS OF SOME OF THE FEEBLE-MINDED  
PLACED-OUT GROUP

1. FEMALE MORON, SEXUALLY UNCONTROLLED

Date	Place	Reason
1896...	Schoharie County Almshouse.....	Born.
	Albany Orphan Asylum.	
1904...	Placed out.	
1904...	Humane Society, Troy.	
Mar. 22, 1904...	Fairview Home.....	Admitted.
Dec. 3, 1906...	Fairview Home.....	Discharged and placed out
1906-1910...	Placed out in nine different homes.	
Aug. 24, 1910...	Married Dr. B., of B. C., N. Y., who had advertized for a wife.	
Sept. 8, 1910...	Husband arrested for bigamy, perjury and for practising medicine without a license. He was a morphine habitué.	



Date	Place	Reason
Sept. 13, 1910...	Lewis County Almshouse.....	Admitted.
Oct. 20, 1910...	Lewis County Almshouse.....	Begged her way back from Fultonville.
Nov. 11, 1910...	Went to a former home.....	Given ticket to go.
Mar. 11, 1912...	Mt. Magdalen Home, Troy, N. Y...	Transferred as incorrigible.

## 2. FEEBLE-MINDED FEMALE

Sept. 17, 1885...	Buffalo, Erie County, N. Y.....	Born.
Sept. 27, 1899...	Buffalo Orphan Asylum.....	Father deserted mother in 1897.
July 27, 1900...	Mr. and Mrs. W. H. C., G., N. Y...	On trial.
	Buffalo Orphan Asylum.....	Returned.
Feb. 8, 1904...	Newark State Custodial.....	Admitted. Feeble-minded.

## 3. FEEBLE-MINDED FEMALE

June 5, 1887...	Ulster County, N. Y.....	Born.
Dec. —, 1895...	Kingston Industrial Home.....	Residence.
Dec. —, 1895...	Children's Aid Society. State Charities Aid Association. Elizabeth Home for Girls.....	Placed there by State Char- ties Aid Association.
	St. Michael's Home. Mamaroneck Shelter. Washington Home, New York City.	
Nov. —, 1906...	Mrs. McL., F., N. Y.....	Placed with her.
	Hospital.....	"Brain fever." Taken there from Mrs. McL.'s.
Nov. 15, 1908...	Newark State Custodial.....	Feeble-minded.

## 4. FEEBLE-MINDED FEMALE

Oct. 13, 1876...	Elmira, N. Y.....	Born.
	Southern Tier Orphans' Home.....	Placed there by mother.
	With family of I. S.....	Placed there by Southern Tier Orphans' Home.
	Southern Tier Orphans' Home.....	Returned by S. family.
Spring of 1890...	The Shelter in Syracuse, N. Y.	
May 6, 1893...	Newark State Custodial.....	Feeble-minded.

## 5. FEEBLE-MINDED, DEAF FEMALE

Aug. 14, 1892...	Jefferson County, N. Y.....	Born.
	A. M. B., of Jefferson County.....	Taken by her.
	Returned to overseer of poor.....	Unbalanced and irrespon- sible.
	Given to Rev. and Mrs. P., Jefferson County.....	By overseer.
	Returned to overseer of poor.....	Unbalanced and irrespon- sible.
Mar. 18, 1902...	Utica Orphan Asylum.....	Committed by overseer of Clayville.
Mar. 6, 1908...	Newark State Custodial.....	Transferred to. Feeble- minded.

## 6. FEEBLE-MINDED, SEX-OFFENDING FEMALE

Mar. 6, 1884...	Brownville, N. Y.....	Born.
For 8 years.....	Jefferson County Orphan Asylum....	Mother lived with Mr. S. Unmarried.
For 3 years.....	State Industrial School.	
For 3 years.....	Western House of Refuge for Women, Albion, N. Y.	
Dec. 16, 1908...	Newark State Custodial.....	Feeble-minded. Sex-offender



## 7. FEEBLE-MINDED FEMALE

Date	Place	Reason
...	Wawarsing, N. Y.....	Born.
1887...	Kingston Industrial Home.....	Sent by supt. of poor.
1890...	L. H., N. Y.....	Taken by Mrs. S.
Aug. 22, 1898...	Kingston Industrial Home.....	Returned by Mrs. S.
Sept. 13, 1898...	Anchorage, Elmira, N. Y.	
June 16, 1900...	Syracuse State Institution.....	Admitted and transferred.
Oct. 20, 1902...	Rome State Custodial.....	Admitted and transferred.
April 27, 1907...	Newark State Custodial.....	Feeble-minded.
This is the mother of number 23 of the Rome cases. (Exhibit A).		

## 8. FEEBLE-MINDED FEMALE

April 14, 1894...	Ireland. (Her statement).....	Born.
1897...	America.	
For 9 years.....	Children's Aid Society.....	Under their care.
	Marshalltown, Ia.....	With family of J. B. B.
	New York.....	Was returned.
	Sisters of St. Michael.	
For 8 months....	Randall's Island.	
Mar. 7, 1912...	Newark State Custodial.....	Feeble-minded.

## 9. FEEBLE-MINDED, SEX-OFFENDING FEMALE

July 3, 1894...	Branchport, N. Y.....	Born.
April 4, 1902...	Onondaga Children's Home, Syracuse	Charge on town of Jeru-
		salem.
June 3, 1909...	Superintendent of poor.....	Discharged to.
June 3, 1909...	J. & D. C., P. C., N. Y.....	Placed with them.
April 15, 1911...	Yates County Almshouse (?).....	Colored child born.
Oct. 17, 1911...	Newark State Custodial.....	Feeble-minded. Sex-offender.

## 10. FEEBLE-MINDED FEMALE

April 11, 1890...	Albany, N. Y., House of Shelter....	Born.
When very young	St. Margaret's House.....	Admitted.
	Albany Orphan Asylum.....	Transferred to.
	Green St., Albany, N. Y.....	Claims she was adopted
		but was returned to asy-
		lum.
	Tried out in 3 places but returned.	
Dec. 9, 1907...	Newark State Custodial.....	Feeble-minded.
April 15, 1913...	Newark State Custodial.....	Examined.

## 11. FEEBLE-MINDED FEMALE

Sept. 7, 1885...	Delaware County Almshouse.....	Born (mother deserted by husband).
April 3, 1893...	Albany Orphan Asylum.....	Entered by Superintendent of Poor of Delaware Co.
Sept. 30, 1898...	Shaker Settlement, near Albany.....	Discharged to.
1903...	Mrs. G. N. M., N. Y.....	A home given her.
June 21, 1904...	.....	Absconded.
June 23, 1904...	South Watervliet, N. Y.....	Found on streets by police.
July 29, 1904...	Newark State Custodial.....	Feeble-minded.

## 12. FEEBLE-MINDED FEMALE

1893...	U. S.? place unknown.....	Born.
1898...	Middletown Children's Home.	
April 25, 1900...	State Charities Aid Association.....	Removed by them from Middletown Children's Home.

Date	Place	Reason
Feb. 25, 1902...	.....	Placed in a home for adoption but not legally adopted.
May —, 1902...	Placed in a good boarding home.	
Aug. 12, 1905...	Hudson State Training School.....	Admitted from boarding home.
Jan. 7, 1908...	Newark State Custodial.....	Feeble-minded.

## 13. FEEBLE-MINDED FEMALE

May 28, 1883...	Saratoga County, N. Y.....	Born.
188—...	Albany Orphan Asylum.	
1885...	To J. M.....	Discharged to.
1885–1905...	With family of J. M.....	Supported by them.
1905...	A house of prostitution, Troy.....	Ran away from M's.
	Saratoga County Almshouse.....	Admitted.
Oct. 24, 1906...	Newark State Custodial.....	Transferred to.

## 14. FEEBLE-MINDED FEMALE

April 16, 1888?	Jacksonville, N.Y.....	Born.
May 24, 1898...	Albany Orphan Asylum.....	Admitted. Charge on Greene County.
June 9, 1903...	Mrs. M. C., N. Y.....	Discharged to. Placed out to service.
April 14, 1904...	Albany Orphan Asylum.....	Readmitted.
Dec. 30, 1907...	Newark State Custodial.....	Transferred to; feeble-minded.

## 15. FEEBLE MINDED FEMALE

1883...	Orange Farm, Orange Co., N. Y.....	Born.
	Children's Home, Middletown (?)	
Jan. 28, 1894...	Syracuse State Institution.....	Feeble-minded.
Oct. 20, 1902...	Rome State Custodial.....	Transferred to.

## 16. FEEBLE-MINDED, SEX-OFFENDING, SYPHILITIC FEMALE

Oct. 16, 1885...	Florida, N. Y.....	Born.
1902...	Amsterdam.....	Moved to city.
May 31, 1904...	Newark State Custodial.....	Feeble-minded.
Sept. 14, 1904...	Amsterdam.....	Absconded to.
April 17, 1912...	Brunswick Home (?) Amityville...	Syphilitic and feeble-minded
July 20, 1912...	Rome State Custodial.....	Feeble-minded.
Oct. 8, 1912...	Montgomery County Almshouse.....	Removed for confinement.
Nov. 9, 1912...	Montgomery County Almshouse.....	Child born.
Dec. 17, 1912...	Rome State Custodial.....	Returned to.

## 17. FEEBLE-MINDED FEMALE

Jan. —, 1888...	Champlain, N. Y.....	Born.
	Clinton County Almshouse.....	Admitted.
July 21, 1898...	Syracuse State Institution.....	Transferred to; feeble-minded.
Nov. 2, 1905...	Newark State Custodial.....	Transferred to; feeble-minded.
Jan. 4, 1908...	.....	Discharged.
April 11, 1908...	Clinton County Almshouse.....	Feeble-minded and homeless.
Jan. 7, 1913...	Rome State Custodial.....	Sent to; feeble-minded.

## 18. FEEBLE-MINDED, POSSIBLY INSANE, MALE

Date	Place	Reason
?	... United States.....	Born.
?	... Hospital at Rome.	
?	... Poughkeepsie.....	Insane?
?	... Ogdensburg State Hospital.....	Insane.
Aug. 8, 1895...	Columbia County Almshouse.....	Discharged to as an idiot.
Sept. 8, 1896...	Rome State Custodial.....	Feeble-minded.

## 19. FEEBLE-MINDED MALE

1897...	Canton, N. Y.....	Born.
Feb. 11, 1899...	St. Lawrence County Almshouse.....	With mother.
Aug. 12, 1899...	.....	Discharged.
Aug. 1, 1900...	St. Lawrence County Almshouse.....	Readmitted with mother.
Aug. 17, 1900...	United Helpers' Home, Ogdensburg..	Sent to.
July 6, 1901...	St. John's Hospital, Ogdensburg.....	Sent to.
July 16, 1901...	Ogdensburg City Hospital.....	Tuberculosis of bowels; feeble-minded.
Oct. 19, 1906...	Syracuse State Institution.....	Transferred to.
Jan. 13, 1911...	Rome State Custodial.....	Transferred to.

## DELINQUENT DEFECTIVES

## 20. FEEBLE-MINDED FEMALE

Oct. ? 1884...	N. Y. S.?	Born.
or 1885		
	Rochester, N. Y.....	Residence.
	St. Patrick's Orphan Asylum.....	Mother sent her there before her death to insure her a good home.
? 1900...	Rochester, N. Y.....	Tried to live at home; but father would not have her.
May 19, 1896...	Rochester, State Industrial.....	Admitted.
Feb. 20, 1899...	.....	Paroled.
Mar. 2, 1899...	Rochester State Industrial.....	Returned to.
Mar. 3, 1900...	Newark State Custodial.....	Feeble-minded.

## 21. FEEBLE-MINDED, SEX-OFFENDING, SYPHILITIC FEMALE

Aug. 15, 1883...	New York City.....	Born.
Com.....	Bedford Reformatory.....	Prostitution.
7 months later...	Metropolitan Hospital.....	Discharged to. Syphilis.
Mar. 21, 1912...	Newark State Custodial.....	Feeble-minded.

## 22. FEEBLE-MINDED FEMALE

Oct. 29, 1888...	Tonawanda Reservation, N. Y.....	Born.
July 17, 1896...	.....	Became public charge.
?	... Orphan Asylum.	
For 3 years.....	Albion.....	Committed.
	Erie County Hospital.	
	House of Good Shepherd, Buffalo.	
Dec. 30, 1905...	Newark State Custodial.....	Feeble-minded.
?	... Erie County Hospital.....	Operation for tubercula abscess on right hip.
	Newark State Custodial.....	Returned to.
May —, 1913...	Erie County Hospital.....	Tubercular abscess.
June —, 1913...	Newark State Custodial.....	Returned.

## 23. FEEBLE-MINDED FEMALE

Date	Place	Reason
June 27, 1894...	Syracuse, N. Y.....	Born.
Mar. 14, 1905...	Faith Cottage, Syracuse.....	Improper home conditions.
Aug. 7 (9?), 1906.	Hudson State Training School.....	Adm. Disc.
	Syracuse, N. Y.....	Worked in factory and lost right thumb.
	Onondaga County Hospital.....	Treatment.
Sept. 22, 1910...	Newark State Custodial.....	Feeble-minded.
Oct. 12, 1912...	County Superintendent, for Placing Dependent Children.....	Paroled.
Feb. —, 1913...	Newark State Custodial.....	Returned; placing-out unsuccessful.

## 24. FEEBLE-MINDED, COLORED FEMALE

Oct. 6, 1892...	Riverhead, N. Y. (L. I.).....	Born.
1898...	Children's Home, Yaphank.....	Death of mother.
1901...	Colored Orphanage.	
Mar. 2, 1906...	Hudson State Training School.	
April 7, 1909...	Newark State Custodial.....	Feeble-minded.

## 25. FEEBLE-MINDED FEMALE

Sept. 16, 1892...	Allegany, N. Y.....	Born.
	Western N. Y. Society for Protection of Homeless and Dependent Children.	
Sept. —, 1905...	Hudson State Training School.....	Discharged to.
1906...	Western N. Y. Society for Protection of Homeless and Dependent Children	Returned to as improper case.
June 13, 1906...	Randolph Home.....	Parents deceased?
July 9, 1908...	Newark State Custodial.....	Feeble-minded.

## 26. FEEBLE-MINDED FEMALE

Dec. 4, 1905...	Kingston Industrial Home.....	Mother dead; father unable to care for child.
June 1, 1906...	House of Mercy, Inwood.....	Refractory disposition.
?	.....	Taken out by father.
April 22, 1908...	Kingston Industrial Home.....	For protection.
May 28, 1908...	House of Mercy, Inwood.	
?	Hudson State Training School.	
Mar. 29, 1910...	Rome State Custodial Asylum.....	Feeble-minded.

## 27. FEEBLE-MINDED FEMALE

1895...	New York, N. Y.....	Born.
1909...	Catholic Protectory, Westchester Co.	"Played hookey."
1910...	Sent home.	
For 3 weeks....	Bellevue Hospital, Observation Ward	Sent there by mother because she was unable to control the child.
June —, 1911...	Randall's Island.	
Jan. 11, 1912...	Newark State Custodial.....	Discharged to; feeble-minded.

## 28. FEEBLE-MINDED FEMALE

July 7, 1892...	Probably Albany, N. Y.....	Born.
	Troy Orphan Asylum.....	Sent with sibs. M. and G. Taken out by sister S.
	Humane Society Shelter, Troy.	
	Hudson State Training School.	
For 2 yrs. 10 mo.	Bedford Reformatory.	
Jan. 12, 1910...	Newark State Custodial.....	Feeble-minded.

## EXHIBIT C

## CASE OF MILTON C.

Extract from a letter from Dr. Bernstein to Commissioner Rosendale, October 10, 1914.

"I wish you might have seen Milton C., who came into my office this morning and presented himself. This boy was sent here from Randall's Island on March 30, 1911, and was discharged from here October 7, 1912, to go to work with his father in a jewelry store in New York City. He was nicely dressed, looked very well indeed, behaved himself in a gentlemanly way, said he was getting \$20 per week and that he had been up State visiting and thought he would stop off and see us here. Now he is one of the boys who might just as well have been pronounced feeble-minded and anti-social. However, as the result of training in deportment, etc., here, he went back to New York and has made good, at least so far as we know at the present time."

An investigation of this case was made and the report of Investigator Smith follows:

Keeper of a boarding house at last address given knew of no one by the name of Milton C., but decided that this was the same person as one known to her as Milton W. He came to her house to room about October, 1913, and remained for two or three months. His family lived in Brooklyn but he seemed to have been discontented or to have disliked the restriction of his home and to have sought other living quarters. His father seemed fond of him, called to see him frequently, and was responsible for the payment of his bills. Milton occasionally worked for some electrical concern or in his father's jewelry shop but was idle much of the time. He complained that he could not get steady work on account of deafness and because, as he expressed it, he "wasn't right in the head." He was frequently despondent and came to his landlady for sympathy, but recovered quickly like a child when a few kind words were spoken to him. He was equally pleased and diverted when given something nice to eat. He was quiet, polite, neat about his person, kept good hours, and was apparently a young man of good habits. He had "a queer

look about the eyes" however and his landlady considered him abnormal. She found a pair of pincers in his bed one morning, and after that was afraid he might commit suicide, so that she felt greatly relieved when he left. While with her, his chief interest was in the actresses at the place where boarded. He also showed a desire to go on the stage.

The proprietor of a cheap boarding house for actresses says that Milton took his meals there for several months and paid his own bills. He was quiet and unobjectionable and his boarding mistress was inclined to give him a good recommendation. Just as the investigator was about to leave she added, "Of course you know he is childlike and rather, well rather simple."

Edward C., father of the boy, had a long story to relate of the difficulties he had had with Milton. His attitude toward the boy was kindly, but he was apparently discouraged and did not know how to care for him. He said that Milton was a plump and seemingly healthy baby at birth, but that in a short time he lost flesh and was very sickly until he was about seven years of age. At this time he began the practice of self abuse, looked and acted in a peculiar fashion, and his relatives began to suspect that he was not normal mentally. He was always in the special class at school and played truant continually so that it was necessary for some member of the family to visit the school every little while to keep him out of trouble. He always stole, lied and was irresponsible, but at the same time was good natured, affectionate and really likable. After adolescence he grew stronger and increased in weight, but did not develop mentally, and became more troublesome than ever. For a time he was in the Catholic Protectory, and from July 3, 1908 to May 28, 1909, he was in the School for Feeble-Minded Children on Randall's Island. On December 24, 1909, he was taken to the mental clinic at Bellevue and remained for several days under observation. His aunt made the following statement at that time. "The patient has never been normal — did not get along in school, is now with children of seven or eight years. Since six years of age has been a masturbator. At twelve years of age committed a sexual assault upon a little girl; was in the Catholic Protectory for one year and

in Randall's Island for six months. He is dull, does foolish things, has no idea of the value of money, lies, and takes things that do not belong to him." The case was diagnosed as imbecility.

A physician states that Milton was committed to the State Hospital for the Insane at Central Islip, Long Island at about this time. On March 30, 1911, he was committed to Rome State Custodial Asylum where he remained until October 7, 1912, when he was discharged by the superintendent because he was not considered a suitable case for institutional care. Upon returning home, Milton was found to have an affection of the eyes and was taken to the same physician for examination. A Wasserman test was made at the city board of health, and the result was positive, being 4 plus. Treatment for syphilis was given for several months.

Edward C., the boy's father, states that for a time after his discharge from Rome, Milton's conduct was greatly improved. He was cleaner in his habits, had stopped masturbating, was more punctual and more obedient. He went to work for an electrical company, but according to his father, did not make good. He was then taken into his father's jewelry store where he acted as porter and did odd jobs receiving five dollars a week. His father says that he occasionally made a sale and exhibited some shrewdness, but he was of course not considered capable of this work. After a time he began stealing again. He would go in the bathroom, take his aunt's silk stockings and cut them off and wear them for socks. Things began to disappear from the jewelry store and two good clerks were discharged on suspicion. When a third clerk was about to be discharged, he insisted upon knowing the cause, and upon learning it, requested that the matter be put in the hands of a detective agency. When Milton heard that this was to be done, he became frightened and admitted the thefts although he had stoutly denied them before. His father says that he had been cunning enough to assist in the search for the missing goods, had even visited several pawn shops at which he had *not* pawned things, and had come back and reported to his father that the things were not there. Meantime his father thinks

he had been consorting with cheap actresses and probably had been spending the money on them.

Not wanting to arrest his son and not knowing what to do with him, the father told Milton he must leave New York and not come back. He bought him a ticket up state, gave him ten dollars in money and told him to go to work on a farm. It was at this time that Milton went to Rome and visited Dr. Bernstein. He had expected to ask Dr. Bernstein to get him work but lost "his nerve" and not having anything else to do returned to New York greatly to the disappointment of his father. For two weeks he has been boarding with a business acquaintance of his father and his father has been paying his expenses. He has been able to get work on two Saturdays at a store, but has no permanent employment.

When seen at the above address on November 9th, the proprietor of the store seemed to be out and Milton was standing outside in the sun with his hands in his pockets talking to some boys. He said he expected to look for work with the Hershey Chocolate Company on Monday. In his pocket he had a letter addressed to Dr. Bernstein asking him for work. He exhibited some curiosity as to how I knew where to find him but was satisfied with a simple explanation. In appearance he is of average height, is thick set has a ruddy color and a fairly good facial expression. His face is full and he impresses one as rather gross, but his features are regular with the possible exception of his ears which are large and have noticeably large lobes. He carried on a fairly good conversation which nevertheless showed that he was child-like, confiding and over-credulous.

One employer for whom Milton worked for eight months, did not recognize the boy as defective. He considered him rather young for his age, but described him as obedient and anxious to please. He thought that Milton adapted himself to his work as well as the average boy. He noticed, however, his tendency to confide in anyone. He could not recall the reason why Milton left, but he did not think it was because his work was unsatisfactory.

Later in November, 1914, Milton's father had him arrested. He was sent to the Clearing House for Mental Defectives in New



York City for examination, was there pronounced a high grade imbecile and custodial care was recommended.

#### NOTES ON THE FAMILY HISTORY

There were no other children and no miscarriages so far as can be learned.

##### *The Father*

Edward C., 43 years of age, a jeweler by occupation seems to be the owner or manager of a jewelry store. He impresses one as being a man of rather more than ordinary intelligence and good manners. His wife's sister claims that he has been syphilitic for years and that he is responsible for his wife's and his son's condition. The man has a serious heart trouble.

A brother is a credit man in a banker's office. He is married and said to be in good health.

Another brother, a traveling salesman, is married and is said to be in good health.

Another brother is said to be in good health.

A sister, unmarried, holds a responsible position as confidential secretary in the financial district in New York.

Another sister, who is a saleswoman, is in fair health, but is said to be nervous since having an accident.

The C. family is described as a rather unusually bright and capable family.

##### *The Paternal Grandfather*

Aaron C. was a Hebrew born in Germany. He was a manufacturer of caps, failed in business and during the latter part of his life was a cap operator. He died of heart trouble at 65 years.

##### *The Paternal Grandmother*

Minnie F., also a Hebrew was born in Germany, and is still alive. Has rheumatism.

##### *The Mother*

Carrie N. was born in New York City and admitted to the Hebrew Orphan Asylum on November 11, 1881, when nine and a half years old. She left the institution January 31, 1888, was placed with a family, and later became an operator on waists

earning \$10 a week. She married when about 18 years of age and died four years later. She was operated upon several times and died at Mt. Sinai Hospital, New York City. The cause of death was syphilis. She is described as attractive looking. Her husband says that she was emotional and very untruthful. He claims to have heard rumors in regard to immorality but does not know whether they were true.

The mother's only sister of whom we know is Henrietta N. who was admitted at the Hebrew Orphan Asylum on the same date as her sister, and discharged October 6, 1891. She is a woman of good appearance and average intelligence.

*The Mother's Father*

Morris N. was a Hebrew supposedly born in Germany. We have Edward C.'s statement to the effect that he is reported to have been a rake.

*The Mother's Mother*

No information.

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**REPORT**  
**OF THE**  
**COMMITTEE ON SOLDIERS AND SAILORS' HOMES**

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**[353]**



## REPORT

### *To the State Board of Charities:*

The statistics of membership from year to year in the homes for disabled soldiers and sailors in this State ~~and throughout the~~ United States reflect in very plain and convincing fashion the fact that the old civil war defenders of the Union are rapidly passing away.

The past year reveals another heavy toll to the credit of the death roll. With the infirmities of old age comes a decrease in vitality, mental and physical, magnified in the case of many who have met severer hardships in later life. These latter are the ones who are now filling in such numbers the ranks of the great pilgrim army of the beyond. The average age of national home members, deceased, who served in the civil war is 72.79 years. The average of those who died in New York State homes this year was 73.83 years. The average age of the living in national homes is 71.90 years, and those in the New York State homes is 73 years.

The total number of persons cared for in the ten national homes (last available returns 1913) was 30,664, and those in the thirty-two different State homes were 19,794, a total of 50,458. By comparison with the census of the previous year a decrease of attendance of 3,279 persons is noted (2,136 in the National homes and 1,143 in the State homes). Of the 30,664 members cared for in the National homes 2,502 were nonpensioners. There are 1,747 members at present in the two New York State homes, 108 of these are nonpensioners.

We note a gradual increase in the number of admittances of persons whose service was other than in the Mexican and Civil wars. In the National homes 3,823 are at present enrolled and in the New York State homes 45 persons are so entered. These yearly decreases of the general membership in few instances permit any material reduction in running expenses. A certain minimum of operating cost for the entire institution is necessary to efficient housing and care; the result is a gradual increase of per capita cost as the membership becomes smaller and until it reaches a certain level where the group cared for permits of retrenchments sufficient to reclassify the institution.

Special reasons affecting the increases in cost of administration are alike in the experience of both National and State homes, *i. e.*: A. Increased cost of food supplies, particularly essentials of standard grade. B. Decrease of numbers of members available for domestic and general service and the necessity of the employment of civilian help at an increased scale of wages. C. Infirmary of the membership and the necessity of increased hospital and medical care.

The two homes subject to our visitation are the New York State Soldiers and Sailors' Home at Bath, N. Y., and the New York State Woman's Relief Corps Home at Oxford, N. Y. These have been regularly inspected during the year. At the Bath home a serious fire occurred on the morning of Sunday, January 25, 1914, which destroyed Barracks H and I and thereby evicted some 250 men, for whom quarters had to be found. This was done by using reading rooms and parts of other buildings. The barracks were entirely destroyed and represent a loss of some \$100,000. The fire originated in the basement in a clothing and trunk room and was undoubtedly caused by smokers.

We submit herewith detailed reports on each institution with observations, the whole constituting our annual report for the year ended September 30, 1914.

*New York State Soldiers and Sailors' Home, Bath, N. Y.*

The expenditures of this institution for maintenance and repairs during the fiscal year just closed has been approximately \$331,000.

The age of the buildings and the need of frequent repairs of a sanitary nature to safeguard adequately the health and comfort of these elderly men calls for increasing expenditures each year. The appropriation by the Legislature for the needs of the ensuing year is contained in a bill carrying a grant of \$300,000, which we believe will not permit, for the coming twelve months, as general and liberal an overhauling and thorough a treatment of repairs and renewals as is necessary to insure fully a high grade of upkeep.

Diminution of membership will release some of the funds, but hardly enough to relieve the situation.

The disastrous fire of January last, which completely destroyed the two best and more modernly built barracks is keenly felt, especially as it deprives the better grade of men of quarters which were more quiet and in many respects better planned for their comfort.

Before the fire the bed capacity was 1,800. It is now normally 1,485, but by reclaiming certain parts of "G" barracks and using reading rooms and cellars, place has been found for 200 more; this includes third floor dormitories with steep stairways. There are about 250 men on the third floors; crowding to some extent exists. It is evident that the third story dormitories of the several barracks remaining must in time be abandoned as the members are getting to a degree of infirmity which makes frequent stair climbing a danger. Third story construction, too, is a fire menace even under more modern building conditions. These elderly men easily become confused under any unusual excitement such as fire, and should a fire once start at night and gain any headway in these old buildings, a holocaust would be inevitable. The gradual reduction of the membership will to an extent help in the plan of abandonment of the third floors, but there will undoubtedly remain a shortage in bed capacity of about 200 for some few years to come as the result of this fire unless new construction is provided for.

The movement of population shows very few members have gone to the National homes as the result of the fire. The actual census at the close of the year was 1,547 as compared with 1,641 one year ago. Statistics on the subject are as follows.

In 1907, average attendance, \*1,905.

In 1908, average attendance, 1,871.

In 1909, average attendance, 1,853.

In 1910, average attendance, 1,775.

In 1911, average attendance, 1,685.

In 1912, average attendance, 1,651.

In 1913, average attendance, 1,477.

In 1914, average attendance, 1,393.

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\* Largest attendance in the history of the home.

In 1909 there were 272 deaths, or 14.3% of the population.  
In 1910 there were 269 deaths, or 14.6% of the population.  
In 1911 there were 212 deaths, or 11.8% of the population.  
In 1912 there were 216 deaths, or 12.8% of the population.  
In 1913 there were 228 deaths, or 15.4% of the population.  
In 1914 there were 210 deaths, or 14.9% of the population.

There has been no unusual illness during the year. The hospital has a present capacity of 478 beds and an average occupancy of 425, the majority of whom are infirm and helpless chronics. Medical and nursing attention is efficient.

The character of the membership of this institution, its magnitude of operation and the many domestic and personal duties incident to administration call for constant alertness on the part of the one in command. Departmental direction is businesslike and the affairs of the camp generally well ordered.

We recommend for favorable consideration appropriations as follows for the ensuing year:

1. To provide proper care for the growing numbers of infirm an additional building of 200 beds capacity is necessary, so planned as to meet the special needs of such patients and give at the same time a degree of privacy not now possible in the barrack form of housing. Third floor dormitories are a fire danger for this class of inmates.
2. Electric light and power extension and readjustment of the heating lines to make available a more economical service. The present heating plant is unnecessarily expensive in fuel consumption, as only live steam is used and insufficient regulating cocks and shut-offs supplied.
3. New horse barn and storage barn for the farm and a farmer's cottage to replace one destroyed by fire.
4. Additional appropriation to permit of completing needed extra repairs and installing sanitary and protective betterments as listed in inspection reports.

*New York State Woman's Relief Corps Home, Oxford, N. Y.*

Betterments accomplished this year have been in the nature of interior renovations and hygienic treatment of members' rooms. Additional steam radiation has been supplied to add to the general



winter comfort. Considerable grading about the hospital, and improvements to adjoining roadways, have been done.

The membership is gradually increasing in numbers of infirm, the largest number being among those who secure entrance on certificates as widows of veterans. The general census at the close of the fiscal year, was 200, divided as follows: veterans, 31; wives, 29; widows, 139; mothers, 0, and army nurses, 1.

This institution during the past two years has had an unusual number of changes in personnel. It seems difficult to get and hold well trained help.

A new resident physician (woman) has recently been installed. The general health has been good. Tonsilitis prevailed in mild chronic form during a part of the winter. Medical treatment has been largely confined to chronic ailments common to the aged. The nursing and care service is complete, except for an assistant attendant which might be provided to aid in feeding the helpless. The Home farm is limited in area and additional land is needed to supply the dairy and garden needs. We recommend for the coming year appropriations for the following purposes:

1. Improved drinking water supply and storage capacity.
2. More comfortable quarters and furnishing to attract and hold desirable employees.
3. Extension of farm lands by purchase of adjoining acreage.
4. A new steam mangle in main laundry.
5. A greenhouse for all the year flower and plant supply.

Respectfully submitted,

D. M. BURDICK,  
*Chairman.*

HORACE MCGUIRE,  
W. H. GRATWICK,  
*Committee.*

October 3, 1914.



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**REPORT**

**OF THE**

**COMMITTEE ON CRAIG COLONY FOR EPILEPTICS**

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**[361]**



## REPORT

### *To the State Board of Charities:*

The popular conception of the epileptic is that he is an incompetent of a type which places him in the class with the incurable insane and that his neurosis precludes any possibility of mental development; that, therefore, he is certain to become a dependent, useless to society; a burden to himself; a menace, very often, to the community in which he lives and at no time capable of self-support nor of the accomplishment of tasks which are worthy of record in the history of human achievement.

It is true, all too true, if we allow our final judgment to be influenced by a cursory examination and study of such cases as come to us as officials visiting the public institutions where, unfortunately, the lower grades of incompetency are to be found and where epilepsy is more frequently but a companion affliction of other physical and mental deformity. The public institutions of this State, caring for the epileptic, are at the disadvantage of not being in a position to select, with any degree of firmness, cases the most suitable for curative treatment. The emergent calls of poor law officers to be relieved of the degenerate type of low-grade neurotics overrides all other considerations in the appeasement of the popular clamor for protection from this type of offensive incompetent. But the fact that the State has inadequately provided for the custodial reception and curative treatment of this class should not befog the public mind of the hopeful phase of the question and the probability that, after all, this branding as derelicts of these afflicted citizens may improperly include many for whom the future has possibilities of great usefulness and to which scientific medicine has not as yet been able to open wider a welcome door, because of limited exploration. The conscientious investigator is still in the dark as to the cause of this intractable disease, in spite of heroic efforts made by certain pathologists in this country and abroad.

We would dispel the gloom of this misconception as to the brighter side, by the more hopeful recital of many cases, known to the medical profession, of individuals so afflicted who are doing

useful life work with credit and profit to themselves and their community. The list is large and confidential and in all probability greater than that of the complicated cases of lower grade of which we hear so much and which are too often brought to the public attention as typical of the general situation.

History informs us that many of the world's brilliant men were victims, among which the names of Julius Caesar, Lord Byron, Mohammed, Napoleon I, and others are to be found, and in our own day and generation names of prominence and importance might truthfully be added.

The subject of epilepsy as a human ill and its treatment is so broad that one necessarily approaches the subject of cause and cure with delicate touch. Historical records indicate that this disease in one form or another dates back to the earliest days of man's life. Some forms produce a sequela which hastens more rapidly mental deterioration but we have before us the statement of experts who report "that these classes of cases are not more frequent than they were in former generations."

"It must be realized that epilepsy is not in itself a disease. It is a combination of symptoms and may be designated a syndrome. The syndrome is due to foundation conditions which must be sought after with great skill."

We believe the colony cottage scheme of care is the more beneficial and successful and we note this form of housing is being adopted in other states and countries for both this class and the feeble-minded.

It is a very difficult matter to approximate accurately the number of persons in a community who are epileptic or feeble-minded. The definition for both epilepsy and feeble-mindedness must be more accurately fixed.

There are many degrees of these disorders, many so slight that they are difficult of detection for a long period in the life of the victim.

Accurate figures of census are therefore but guess work. Students of the subject have attempted to fix an average per 1,000 of population which would give our State about 16,000 on the basis of their research, conservatively made. But even these figures are purely estimates and, therefore, as such, only a general guide as to the status.

While we take a hopeful view of the situation we realize that certain grades of the epileptic are better withdrawn from the community, and for these, including many of the milder forms, farm colony care and treatment are the more rational. The Craig Colony for Epileptics at Sonyea, N. Y., is planned on the cottage-colony scheme and barring certain limitations of physical development has made encouraging progress.

In past years, pronounced cases of the disease, delinquents and the mentally deficient have not been committed under any legal form, which caused more or less administrative confusion at the Colony. This has been recently remedied by the passage of an act known as chapters 39 and 40 of the Laws of 1914, which prescribes a form of commitment for both judicial action and for voluntary entrance.

The census at the close of the year at Sonyea was:

Males, 752, and females, 669. Of this number, 12 are reported as of the delinquent class and the census of the very low grades is 397.

The Colony has always been hampered in its scientific work by reason of so large a majority of hopeless and feeble-minded cases. From a medical point of view it is discouraging that so little material of high grade reaches the Colony, but in this respect we note a common experience with other large public institutions of this type.

The more important improvements effected this year were such as will increase the efficiency of the heating plant, water storage and sewage disposal systems. Some progress has been made in this direction, but completion depends upon further appropriation and more active architectural service.

Routine sanitary repairs and repainting has been accomplished to a degree, but much more is needed. The general health for the year has been good, though pneumonia cases have been greater in number this winter and the death rate from this cause higher. Late in September four cases of typhoid fever were diagnosed at Loomis Infirmary, three of whom died. A few days later a positive case was found in Schnyler Infirmary and other patients presented suspicious symptoms. So far as quarantine facilities permit, isolation and special treatment have been accorded.

In reviewing the matter of general care, the subject of the present infirmary plan with its overcrowded and general unhygienic conditions always presents a barrier to rating the Colony excellent in equipment. Both infirmaries for low grades and the general hospital departments need physical enlargement and more scientific planning.

There are about 200 cases of tuberculosis in varying stages of the disease now being cared for; but the special pavilions are inadequate.

The laboratory work of the Colony continues in active operation but more could be done in the nature of research work on later scientific lines if certain building enlargements and equipment, which have been mentioned in previous reports and embodied in the requests to the Legislature by the local board of managers, were provided.

During the last fiscal year 96 autopsies were performed in addition to routine pathological work.

In connection with the general study of the causes and effect of this intractable disease it would aid the scientific departments of this institution if a more intimate knowledge of the family and medical history of its patients were procurable. To this end a local visiting agent working in connection with the medical department would seem desirable, as was suggested in our annual report for the year 1911 and as has been since adopted at Letchworth Village with valuable results.

There are many interesting special features developed from time to time in given cases both before and after autopsy which through immediate investigation by an agent locally trained and directed might develop valuable and material data contributing to the general pathology of epilepsy.

We renew the comment made in our previous report that we hope in the near future for greater development of the scientific work, as the Colony has now practically arrived at its maximum of population.

The medical staff is complete at this time with the exception of the position of woman physician. In the general service fewer vacancies are now reported since the establishment and registration, by the State Regents, of the nurses' training school (November 20, 1913).



Administration has been strengthened and improved at the Colony as the service has become more permanent and as social opportunities have increased under more elastic rules.

The legislature of 1913 granted few appropriations for enlargement and renewal of plant and in this action the Colony together with other State institutions has had to defer a number of essential betterments.

We have carefully reviewed the needs of the work here in point of view of plant enlargement and facilities for more exact scientific care and development and would urge, in this our annual report, favorable consideration of the following items for which special grants are asked:

- A — General hospital and laboratory extension.
- B — Erection of suitable building for employees' home.
- C — Modernized reception and special observation cottage.
- D — Extension of school and children's building.
- E — Assembly hall and industrial building.
- F — Additional funds for providing a central heating plant.
- G — Steel coal trestle and storage pockets, conveyor, etc.
- H — Cold storage plant of modern construction and sufficiently large to give proper space for classification of perishable foods.
- I — Two cottages for patients, temporarily mentally confused.
- J — Additional equipment to safeguard against fire and facilitate escape.
- K — Installation of special machinery in brick yard.
- L — Additional laundry equipment — especially steam washers.
- M — Liberal appropriation for general repairs of a carpentry, painting and sanitary plumbing nature.

Respectfully submitted,

HORACE MCGUIRE,  
*Chairman.*

W. H. GRATWICK,  
D. W. BURDICK,  
*Committee.*

October 1, 1914.



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**REPORT**  
**OF THE**  
**COMMITTEE ON THE BLIND**

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**[369]**



## REPORT

### *To the State Board of Charities:*

Scientific study of the causes of blindness and the organization of many agencies of relief growing out of such study have emphasized the value of a central advisory board such as many of the states now have, brought into existence by legislative acts. The New York State Commission for the Blind has the past year made progress in its organization and by further desirable correlation of its work with the State School at Batavia, which is promised for the coming year, will endeavor to apportion its field and interests so that no overlapping of effort may result.

There is necessarily a twofold education and propaganda involved in this work:— That concerning youth which calls for scholastic training and general moral instruction coupled with preparatory courses in manual and vocational training, which in many cases especially outside of large cities is best provided in residential schools such as the State School at Batavia; and the adult blind who, by reason of industrial accident, need advice and aid to readjust themselves to avoid becoming entirely dependent; or adults of school graduation who need the services of some agency to dispose better of the products of their labor.

By no means of small importance is the propaganda to bring the community at large to a realizing sense of the capabilities of the blind. This will be a work of first importance in the interest of the blind, able and willing to work, and will prepare the way for other efforts in their behalf. We note a healthy and hearty co-operation of all state bodies and private agencies in the field which speaks well for the ultimate result.

The causes and prevention of blindness open another field calling for much careful study and for which the organization of a special commission is peculiarly well adapted. We hope for much enlightenment on this subject as the Commission's experts proceed in their investigations.

The number of people who are born blind is remarkably insignificant. By far the greater number, judging from present available data, owing to neglect, become blind in infancy. Industrial injuries and other accidents account for some 7 per cent of all

practical blindness. The statistics studied make the situation more hopeful in that partial blindness has a preponderance in numbers over those reported as totally blind.

In the poorer and less sanitary sections of communities the prevalence of that dreaded eye disease to which children of tubercular history are especially vulnerable — phlyctenular keratitis — is noted in undiminished number and holds now with its companion ill, interstitial keratitis and ophthalmia neonatorum, the center of attention.

Ophthalmia neonatorum is the assigned cause of blindness of 25 per cent. to 30 per cent. of pupils now in schools and institutions for the blind. That improved laws affecting midwifery and obstetrical attention are making themselves felt is reflected in more recent statistics which claim that but from 2 per cent. to 5 per cent. is now the percentage of blindness in infants from this cause.

These cases are worthy fields of activity for the visiting nurse and trained district social worker. Most of these cases, including syphilitic iritis, glaucoma and diseases of the eye having as its origin a syphilitic contamination or inheritance can be materially aided by intelligent cooperation between medical officers and social-medical workers. The experience in Massachusetts for the past year has been that improvement and cure under such care and direction were effected in this group of cases of some 23 per cent.

The future is pregnant with hopeful results as the field work is more carefully planned and scientific methods are brought to bear more directly on all phases of the question of prevention.

The two schools for the blind coming under our visitation have been inspected during the year. We submit detailed reports thereon, the whole constituting our annual report for the year ended September 30, 1914:

*New York State School for the Blind, Batavia, N. Y.*

The new dormitory and kindergarten building authorized by the Legislature of 1911 was ready for occupancy on the 14th of March and on that day children, teachers and caretakers were formally transferred.

The matter of serious breach of contract in litigation against the builders, was prosecuted by the Attorney-General's office and a

favorable decision to the State secured in the Supreme Court. The board of managers has placed itself squarely on record as protesting against the injury worked upon the State by these contractors by their unauthorized substitution of inferior foundation construction.

Original plans called for a bed capacity of 48, but since occupancy it has been found that a smaller number can be provided for comfortably. In the main school building (old), the normal capacity for both sexes has been reduced to provide for needed domestic extensions.

The new summary indicates the present official capacity to be:

	Boys	Girls
Old building .....	73	58
New building .....	22	22
	<hr/>	<hr/>
Total . . . . .	95	80
	<hr/>	<hr/>

The school registration and actual attendance on September 30, 1914, was: Girls 91, and boys 66 — 157. Geographical representation is quite diversified, thirty-eight counties being represented. The largest number of pupils are registered from Erie, Monroe, Chautauqua, Niagara, Genesee, Schenectady and Ulster counties.

The number of pupils who are totally blind is 97, partially blind 60. Administration and general school direction are highly developed. With the opening of the new dormitory building, additional employees were appointed, *i. e.*, an assistant matron and three domestics and with the operation of the amended labor law an additional fireman has been employed.

The total personnel is 56 persons, a ratio of about 1 to 3 of pupils. The excellent class grouping and organization heretofore observed are continued. The kindergarten in its new quarters is very happily placed. These excellent classes now have the necessary floor area to develop fully. Certain special additions to equipment will probably be supplied with the increases to be secured in the new appropriation bill. It is the desire to introduce supplementary manual and constructive work suggested by the Montessori method, to elaborate more fully the courses.

Intermediate grade work is the largest in class attendance. Senior work goes on following the usual high school course. One of the special subjects presented this term in the senior divisions was that on commercial law and credit methods in business.

The music courses receive careful review and are so planned that all pupils having any talent may develop to a point of proficiency which will enable them to follow a normal musical career. Special voice culture training is continued with average success. The breathing exercises planned in connection therewith have noticeably benefited many other of the students while in the several special pupils utterance and plenitude of voice have been materially increased for the better.

In more recent years, as the result of industrial accidents, a number of adults have been received in the industrial department for special instruction and advice in the hope of readjusting these afflicted ones to a new order of self-support.

Conferences of workers for the blind have recently taken up this subject and much is hoped for from them in the way of constructive legislation to meet the growing demands of this class of unfortunate citizens. The school at Batavia has at all times shown a progressive spirit in meeting new conditions and for this reason has liberally construed its articles of establishment to include, so far as it can, adult unfortunates.

The general health has been good. Chicken pox, measles and colitis were prevalent for a while in the spring, but all pupils made normal recovery.

The prevalence of smallpox in the western part of the State this year has made physicians in this section alert to all eruptive skin cases.

Medical attendance is efficient, the nursing service varies according to special need. The enlarged hospital when completed will call for a resident nurse in charge. For the more extensive improvement of plant and equipment, the following items seem at this time proper and in line with needed advance to all of which we call attention in the hope that sufficient funds may be awarded:

1. Treatment of ventilation scheme in old school building.
2. A new pump house to be built of brick and stone, replacing a decayed wooden structure.



3. Two pianos for instruction and concert purposes.
4. Renewal of outside fire escapes and increase in equipment for safeguarding against fire.
5. Additional laundry equipment.
6. Further addition to and equipment of the home hospital.

*New York Institution for the Blind, Ninth Avenue and Thirty-fourth Street, New York City*

This school was established in 1831 and is under private direction but subsidized by the State. Its pupilage is drawn from the residents of the Greater City of New York and the immediate vicinity.

In some measure the work has been unavoidably restricted owing to the entrance into the metropolitan field of day school activities and the organization of denominational schools.

Previous reports have commented on the great decline of attendance and the inactivity in developing its plan for removal to a country or suburban location and modernizing its physical plant, to which it has been committed for some ten years past.

Certain reorganizations have been effected this summer which give promise of a new era of development in all departments of the school's work.

A committee of the board of managers has been appointed to cooperate with and further the special efforts to place the school again in the front ranks, to which place its excellent earlier record entitles it.

This school had for years supplied the inspiration and leadership in practical efforts for the education of the blind. Its managing board includes the names of old New York citizens and families who, for generations have stood for the highest type of charitable and educational activity as well as civic improvement.

The appointment of its special committee on future development promises a new era of achievement. Readjustments already made in the administrative and scholastic departments have given a new impetus to the work and with the appointment of a new principal of excellent practical training, who comes to the task with independent powers and attitude of enthusiasm for the future, the promise of further advance in influence and usefulness is assured.

The personnel for the present school year has undergone several changes. There are 55 persons employed, i. e., 19 in the teaching staff and 36 in the general administrative and domestic service. The present census is:

New York State pupils:	
Boys, 52; girls, 20.....	72
New Jersey State pupils:	
Boys, 14; girls, 6.....	20
	<hr/>
Total.....	92
	<hr/> <hr/>

The ratio of employees to pupilage is 1 to less than 2 of pupils. The pupils of foreign birth or parentage are about 23 per cent of the whole. About one-half of the pupils are more or less entirely clothed at public expense.

*Future plans, policy and new site.*—The present administration realizes the futility of continuing the school's work in the present building at Ninth avenue and Thirty-fourth street, hampered by the physical restrictions of plant and location.

A country site of some 200 acres is now the plan in hand which promises actual consummation. The new plans design to raise the academic instruction to a more advanced and finished grade and in time to make the musical and scholastic departments of such a type as will invite postgraduates. This may include special day school features as well as the boarding and residence system.

The general health for the past year has been good. Sanitary conditions are as good as can be made in an old building of this type. Food and clothing supplies and the general physical care of its pupils are excellent.

Respectfully submitted,

W. H. GRATWICK,

*Chairman.*

FRANK F. GOW, M. D.

HERMAN RIDDER,

*Committee.*

October 3, 1914.

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**REPORT**  
**OF THE**  
**COMMITTEE ON THE DEAF**

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[377]



## REPORT

### *To the State Board of Charities:*

Your Committee on the Deaf in presenting its annual report calls attention to the following statistics of the schools receiving public funds which indicate the importance of the work being done in the State of New York for children deprived of hearing through heredity, disease or accident:

<i>Institutions</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
New York Institution for the Instruction of the Deaf and Dumb, 163d street, New York.....	274	172	446
LeCouteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo.....	88	70	158
Institution for the Improved Instruction of Deaf-Mutes, Lexington Ave., New York.....	124	116	240
St. Joseph's Institute for the Improved Instruction of Deaf-Mutes:			
Brooklyn Branch .....	...	96	96
Westchester Branch. (Girls' Department).....	...	153	153
Westchester Branch. (Boys' Department).....	270	...	270
Central New York Institution for Deaf-Mutes, Rome..	59	35	94
Western New York Institution for Deaf-Mutes, Rochester . . . . .	85	80	165
Northern New York Institution for Deaf-Mutes, Malone.	53	46	99
Albany Home School for the Oral Instruction of the Deaf, Albany. . . . .	26	21	47
<b>Total . . . . .</b>	<b>979</b>	<b>789</b>	<b>1,768</b>

During the school year there were 1,985 pupils enrolled in these ten residential schools, the difference between the above table and the total enrollment representing graduations, discharges and withdrawals.

Besides the schools in the foregoing table there are three day schools for the deaf, all located in New York City, and last year these three had 320 pupils in attendance, for whose instruction forty teachers were employed.

The reports of the inspections of these schools made from time to time during the year show that all the pupils were well cared for and that the general instruction given was of a satisfactory

character. The buildings at the several institutions are as a rule modern in construction and appointment. They have been improved from time to time and all additions made embody the best features in the way of arrangement and equipment.

Many pupils are taken from the schools for the deaf by their parents before the completion of the literary course, mainly for the reason that the parents desire to profit by the productive power of the child. When these become citizens they are illiterate, even though able to speak a little or to carry on restricted intercourse through writing and reading of script. Others are taken out and put to earning wages before they have gained the usual mental development of ten or twelve-year old children.

Every year that a deaf child remains in school doing effective work adds greatly to his productive power, and his ability to return to the State value more than compensating for the amount expended for his education. Less than 4 per cent. of the pupils graduated, upon completing the full course allowed by the State, have failed to become self-supporting men and women. Under these circumstances, the deaf should be included in the provisions of the Compulsory Education Law with enforcement by a State attendance officer. The age limit for compulsory attendance should, in the case of the deaf, be extended to twenty.

The appointment of pupils to the schools for the deaf is at present made by both county and State officials but should be solely a function of State officers and the expense of maintenance of all these children should be borne by the State. If this is done, the delays in county appointments and tuition payments due to misunderstandings between counties or supervisors or other officials will cease and the institutions do better work because less harassed about finances. It is to the credit of the superintendents and boards of trustees of the schools for the deaf that the children are seldom permitted to suffer from the delays of county officials and that in many instances they are maintained without compensation after admission in order that they may have the advantages of early training. The schools, however, are justified in demanding a broader conception of public responsibility by local officials and a more willing performance of their duty to deaf children. If the State will pay for the younger children as it does for those

over twelve years of age there should be a large increase in attendance, for then the supervisors in the several counties can act without fear of the effect upon town finances.

The work done by the teachers in these schools calls for special pedagogical preparation and continual study after entering the profession. The schools should be able to fill vacancies as they occur with young men and women of intellectual ability and special preparation for teaching the deaf, but they are often forced to accept young people of only high school education and one year's special training, or else to take in college graduates who subsequently train themselves while teaching. The supply of well qualified teachers is limited and therefore this State should have a well established preparatory school for prospective teachers of the deaf, connected either with one of the institutions or with a college.

Your committee finds that these schools with only a single exception combine in some form vocational preparation with ordinary school instruction, and that besides domestic training, certain trades and handicrafts are taught. Although the pupils do not always follow those in which they have received special training, they adapt themselves in whatever they do follow more intelligently and readily than untrained workers. It is hoped that this vocational preparation may in time be correlated with work in shops and factories for the benefits which actual commercial work will give the pupils.

Respectfully submitted,

THOMAS M. MULRY,

W. H. GRATWICK,

HORACE MCGUIRE,

*Committee.*

October 14, 1914.





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**REPORT**

**OF THE**

**COMMITTEE ON THE THOMAS INDIAN SCHOOL,**

**IROQUOIS, NEW YORK**

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## REPORT

### *To the State Board of Charities:*

This State School for Indian Children, located on the Cattaraugus reservation, combines the features of a home for the desolate child of Indian parentage and an educational center, scholastic and industrial for its inmates, as also an institute for periodical agricultural lectures and demonstrations for the adult Indians of the local reservation.

Its growth has been gradual from a private missionary effort in 1830 to that of a State school. Its original founders, The Society of Friends, had in view what it is now rapidly approaching, a social center for all Indians on this reservation. The past year has witnessed further progress in its educational and industrial curricula, both of which have been carefully planned to give to the Indian that which will fit him best to meet the demands in life for self-support. The courses in occupational training are not so fully developed owing to restricted grants of money for maintenance and special work, but this, it is hoped, the Legislature will supply as a reward for the efficient efforts made and the happy results already accomplished with the limited means at hand.

The physical improvements during the year were chiefly such as benefited the electric lighting service, safeguarded the matter of fire protection and added to more comfortable equipment of the dormitories and school rooms.

Incidental plumbing and carpentry repairs were made to insure better sanitary conditions.

The Legislature of 1913 granted appropriations for a new ice house, dairy room and cold storage annex; but the bids received from contractors exceeded the appropriation, which prevents, for the present, further building progress. An effort was made to modify the plans, but the result was unsatisfactory. These additions to the plant are greatly needed.

The Legislature of 1914 granted funds for a silo and addition to the cow barn. Architectural delays have thus far prevented the

delivery of finished plans and specifications for this needed betterment.

The normal bed capacity of the institution is 178. The enforced capacity is 192. The present pupilage is, girls, 105; boys, 89; total, 194.

It is unfortunate that crowding must exist, but it is unavoidable at this time to meet emergent cases.

A waiting list of suitable admissions showing a total of 106 applicants is on file. These cases are now residents of Allegany, Cattaraugus, Onondaga, St. Regis, Tonawanda and Tuscarora reservations.

It has been the experience for the past few years that younger children are being presented for admission and the foregoing waiting list does represent many of kindergarten age. The indication, therefore, is strongly in favor of dormitory enlargement for this class combined with kindergarten training rooms attached.

The isolation of the school in the heart of the reservation makes it difficult to hold all grades of employees, especially in the domestic and attendant service. Administration, however, has not suffered as the spirit of the workers here has been such that the various duties have been fully performed by dividing the emergent service between them, as the occasion required. Medical and nursing attention is adequate and includes periodical inspection by an oculist and a dentist. The general health for the year has been good. Tuberculosis is less prevalent and at this time is confined to gland and joint cases of which there are now but very few.

The hospital is quite comfortably equipped for ordinary work. The general affairs of the school are well conducted. Its limitations are such only as are made necessary by restrictions of buildings. We urge the appropriation of supplementary funds for the completion of the barn and cold storage plants and present for consideration the following items as needs which, if granted, will enable the school to accomplish a larger measure of usefulness, viz:

A.—An industrial building and necessary equipment for enlarged domestic science and manual training courses; the building to include a gymnasium reasonably well equipped.

B — A kindergarten dormitory building.

C — Protected permanent corridors between cottages and school house and dining hall.

D — Rebuilding of sewage disposal system.

E — Further appropriation to extend more fully the industrial and agricultural courses.

Respectfully submitted,

W. H. GRATWICK,

*Chairman.*

NICHOLAS M. PETERS,

HORACE MCGUIRE,

*Committee.*

October 1, 1914.



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**REPORT**  
**OF THE**  
**COMMITTEE ON THE NEW YORK STATE HOSPITAL**  
**FOR THE CARE OF CRIPPLED AND DEFORMED**  
**CHILDREN, WEST HAVERSTRAW, NEW YORK**

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## REPORT

### *To the State Board of Charities:*

The complete efficiency of this hospital cannot be effectively demonstrated until its physical accommodations are enlarged.

Chapter 790 of the Laws of 1913 provided for a new hospital building and for two solaria in addition to equipment and other necessary incidentals. The matter of site selection and related details have been passed upon but the work of securing the finished plant for the hospital proper has not progressed as rapidly as the urgent needs of this institution require. In the case of the two solaria bids were advertised for, but the estimates received from contractors exceeded the appropriation. These plans are now being revised, which comprehend certain interior area reductions and curtailment of facility in the hope that the cost may be brought within the official appropriation. Such delays are more costly in an institution of this special hospital type, as many young children needing prompt treatment and special care cannot be received until later, when in some cases their condition has assumed a more difficult medical and surgical status, often irreparable.

Recent statistics indicate that the list of waiting approved applicants has increased; 208 are now filed; statistics of cure and notes on improved cases are very encouraging. The present year has seen the discharge of hip-joint cases which have persisted for several years, but finally responded to treatment. Cases of infantile paralysis and wryneck have also made favorable progress toward recovery. The operative work has been especially active and attended with successful result. Special physical training corrective exercises are prescribed and carried out under the direction of a resident physician.

The official present capacity is 68.

The census at this time is 72, equally divided between the sexes. We note each year that the influence of the hospital is more widespread geographically. Applicants and receptions are recorded from almost every county in this State.

Crowding necessarily exists from time to time as emergent cases make special demand. The delays experienced in building

are keenly felt; this defect also operates unfavorably in the holding of desirable employees. Several changes in the domestic and nursing staff including the position of resident physician have occurred this year. The new position of assistant matron has been filled satisfactorily and the teaching staff fully organized for the new year.

Supervisory direction is excellent. The hospital is fortunate in having a strong advisory medical board. The general health of the patient family has been excellent.

The ages of the patients range from four years to eighteen years and represent varied degrees of neglected schooling. Scholastic work is only incidental and secondary as every effort is exerted to improve the physical condition. The long period of stay required to effect an improvement or cure makes it necessary to supply some school work. That this department of effort is doing efficient work is evident this year in the case of several graduates who have returned to the public schools and parochial schools without material loss of grade position. Restrictions of physical plant make it impossible, however, to develop the courses fully. Occupational training is likewise hampered. Full development awaits the erection of needed auxiliary buildings.

Improvements made this year have been largely of a sanitary repair nature. The front meadow land which had a decided slope and held drainage water has been plowed and graded and is now greatly improved. Chicken raising has been undertaken on a scientific plan and is giving good returns. Farm and garden operations have been active and successful.

The needs of the institution are more particularly centered in the development of physical plant, and with the erection of the new buildings, to which the State is committed, there will be required increased equipment and more adequate water storage and supply.

We earnestly urge sufficient supplementary appropriation this year to accomplish this end.

Respectfully submitted,

THOMAS M. MULRY,  
*Chairman.*

HENRY MARQUAND,  
*Committee.*

October 1, 1914.

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**REPORT**  
**OF THE**  
**COMMITTEE ON SANATORIA FOR CONSUMPTIVES**

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[393]



## REPORT

### *To the State Board of Charities:*

Anti-tuberculosis campaigns during the year have shown undiminished activity and it is to these loyal efforts of our citizen body coupled with the intelligent directive and educational propaganda of organized specialists that a decline in the death rate of tuberculosis is now more certainly noticeable.

That each succeeding year will see further and more marked results in a lessened death rate from this cause is but the natural result to be expected, yet as these periods of decline are won it must be rather by undiminished effort and a warfare waged under generalship and campaign methods improved from time to time as experience increases knowledge and furnishes new weapons to combat scientifically the strongholds of the common enemy.

The erection of sanatoria in increasing number by local communities in this State throughout the country reflects a feeling of confidence in the public mind that herein lies one very powerful force for the reduction of the death rate, especially among the poor where housing conditions and home life are inimical to favorable treatment and where the leaving at large of advanced cases is certain to spread infection.

On the whole, there has been a quite generous response in many localities to the call for public aid, but we notice also a growing feeling of disappointment in the results obtained in some sections.

There is a feeling among many intelligent and earnest men versed in tuberculosis work that the results of purely sanatoria treatment do not adequately cover the ground nor justify so great an outlay of funds. The annual per capita cost of maintenance varies in several states according to equipment and method pursued, but invariably ranges from \$350 to \$500.

In the absence of more definite data concerning the status of discharged patients, we cannot positively speak of the results generally attained in any large group of sanatoria, beyond the very general and not always certain designation, "apparently cured" which means medically cured or improved, but does not

give any light on the status of the case after a period of residence under normal home and industrial surroundings. We believe it is the function of the sanatorium to collect all necessary proof. In isolated cases where an ideal follow-up system has been inaugurated and the machinery for recording data comprehends careful initial scrutiny, and after examination and report through medical dispensaries and nursing agencies, the returns are more definite and while indicating a lesser percentage of permanent favorable results do give data of more exact value.

This is a field which needs more attention and the adoption of uniform methods of procedure.

Efficiency and economy in all departments of tuberculosis work are made more possible where uniformity of scientific method is followed; and in smaller communities where the units of directive force are circumscribed by restrictive local effort, State supervision and control through its subsidy and larger interest can and should enforce needed reforms.

That the field of effort has many interests calling for experimental efforts is reflected in the discussions of social workers and others seeking to reach and benefit all classes of citizens afflicted with this disease. Notably among these and the more urgent are: the effective treatment of the disease in the homes of the poor, sanitary rehabilitation of such homes and social and economic improvement therein, and occupational readjustment for discharged cases after return home.

These are fields not only for the social and medico-social agencies, now so valiantly enlisted, but calls for every encouragement on the part of the State and its various departmental organizations.

Under the impetus of these agencies and improved laws, factory working hours and conditions as also factory construction, has sanitarily improved, a factor materially contributing to the general good.

We hope to see the movement in the interest of young children grow apace with that for the care of the adult victim.

Distinctive sanatoria for children are beginning to call for greater attention. In many tuberculosis institutions now operated, young children are received only if accompanied by an adult of the same family also afflicted. The poorly nourished child exposed

to tuberculosis infection and the otherwise physically handicapped child are in evidence in great numbers in all the larger cities especially where tenement dwellers are living in congested centres. It would be difficult to compile accurately a schedule of such sections and the number of children so exposed and predisposed by living conditions and heredity to the disease.

The New York State Commission of Health, however, has estimated that in New York City there are some 40,000 young children of this class.

Fresh air charities and other vacation and recreation agencies for the poor are meeting these needs to some extent, but their work is necessarily seasonal and, therefore, limited.

The education of the public is, however, growing and we note with satisfaction that local needs, influences and forces in the development of the general propaganda for prevention are more and more becoming a subject of concern on the part of the individual citizen and are now more generally receiving his financial support.

Visits of inspection have been regularly made during the year at the New York State Hospital at Raybrook, N. Y., a general report on which is submitted.

*New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook, Essex County, N. Y.*

The movement of population at this hospital and sanatorium has been normally active. The number of discharged patients for the year was 431 of whom 372 remained longer than 3 months and are recorded medically as follows:

	Incipient, 57.25%	Moderately advanced, 33.34%	Advanced, 8.33%	Non- tubercular, 1.08%	Total, 100%
Apparent recovery.	154=72.3 %	12= 9.68%	.....	.....	166=44.62%
Arrested.....	34=15.96%	56=45.16%	8=25.81%	.....	98=26.34%
Improved.....	12= 5.63%	28=22.58%	10=32.25%	.....	50=13.45%
Unimproved.....	13= 6.11%	23=18.55%	9=29.04%	.....	45=12.09%
Died.....	.....	5= 4.06%	4=12.90%	.....	9= 2.42%
Non-tubercular.....	.....	.....	.....	4	4= 1.08%
	213	124	31	4	372

Not included in the foregoing table are 59 cases who remained less than three months, averaging 2.43 months stay.

Experience of the year indicates the percentage of moderately advanced cases to have decreased some 9 per cent., advanced cases

increased 2 per cent. and the incipient cases increased 8 per cent., which would indicate that on the whole a larger number of incipients and earlier diagnosed cases were received.

The ages of the patients under treatment were:

Five to ten years.....	1
Ten to fifteen years.....	5
Fifteen to twenty years.....	100
Twenty to twenty-five years .....	127
Twenty-five to thirty years.....	93
Thirty to thirty-five years.....	43
Thirty-five to forty years.....	25
Forty to forty-five years.....	22
Forty-five to fifty years .....	9
Fifty to sixty-five years.....	6

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The previous occupation of patients, more generally given, were:

Bookkeepers; clerks; factory employees; houseworkers; mechanics and students.

The normal capacity of the hospital is 308 and the emergent capacity, by use of hall corridors, is 326. The census at the close of the year was 277, actually resident, about evenly divided between the sexes. During the summer the census ran up as high as 329. A waiting list of acceptable cases exists but not sufficiently large to inconvenience the situation. The patients represent various degrees of indigency and from inspections made it would appear that they quite generally came within the requirements and tests intended by the law of establishment.

The general patient family, during the late winter and fall, experienced more or less difficulty from influenza and tonsilitis which in the nearby communities was found in epidemic form. In compliance with the suggestion of the State Health Commissioner, all patients not previously vaccinated were so treated.

Essential treatment remains unchanged. The strongest emphasis is placed on rest with the usual prescription of life in the open air and moderate exercise. Home economics are aided by such exercise abilities as the patients possess and are permitted under



advice of the physicians. Many do light work about the premises and aid materially in the domestic departments. The hospital also employs many ex-patients.

The weekly per capita cost of maintenance this year was \$9.27 as against \$10.66 the year previous.

The efforts to present for public information and general study reliable data as to the status of discharged patients are progressing. Various agencies have been enlisted during the year, including nurses' settlements, visiting nurses' agencies; tuberculosis prevention societies; charity organizations and county agents of other charitable associations. The present year closes a ten-year period of existence for the hospital and for this reason as well as that of public expediency a carefully prepared summary is in course of preparation. These results will be released for publication when finally reviewed and recapitulated. The returns will be eagerly perused by interested students in view of the publication of similar data recently by hospitals for the treatment of tuberculosis in other states.

It has been urged in our previous reports that an enlargement of the technical service and general laboratory activities is desirable and that a resident bacteriologist could be profitably employed.

The hospital has now assumed a prominent position in this special field and should be in all respects equally as well equipped in its scientific department as are other hospitals of its kind. This special service is highly valuable contributing as it does toward the solution of many local as well as general problems in the study and diagnosis of this disease.

Routine work of analysis, i. e., urine, blood and sputum continue to be made as before by the house staff of physicians and laboratory helpers.

The administrative staff consists of a medical superintendent and three assistant physicians. The nursing force consists of eleven trained nurses of which number five are general hospital graduates.

Administration in the medical, nursing, business and domestic departments is well adjusted. To make the organization complete

there should be added to the staff a resident bacteriologist and a woman physician.

The total personnel is 100 persons, a ration of 1 to each 3 of patients.

*Recommendations.*

Essential appropriations which we again note this year for the betterment of plant and general working facilities are:

(1) A building to combine general storage, ice plant, root cellar and meat room.

(2) A more convenient and modernly constructed building for general and special laboratory and research work.

(3) Grading about the new east and west wings and employees' building.

(4) Increased water storage and fire protection.

All of which is respectfully submitted.

FRANK F. GOW, M. D.,  
*Chairman.*

S. W. ROSENDALE,  
THOMAS M. MULRY,  
*Committee.*

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**REPORT**

**OF THE**

**COMMITTEE ON STATE AND ALIEN POOR INCLUD-  
ING THE ANNUAL REPORT OF THE SUPERINTEND-  
ENT OF STATE AND ALIEN POOR WITH SUPPLE-  
MENTARY PAPERS**

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## REPORT

### *To the State Board of Charities:*

Your Committee on State and Alien Poor in this report calls attention to the statistical tables presented in the accompanying annual report of the Superintendent of State and Alien Poor, and to the facts presented in the annual report of the Board which embody the work of this department.

The supervision of the State poor and of alien and Indian dependents, together with the performance of the duties required by law or prescribed by the State Board of Charities for their care and final settlement, is intrusted to the Department of State and Alien Poor. The superintendent in charge directs and supervises the visitation and inspection of all public charitable institutions, including the State charitable and reformatory institutions, almshouses, city and county hospitals; the visitation of foster homes in which children are placed out; and the removal of State, alien and non-resident poor. Copies of all inspection reports are transmitted, through the secretary, to the commissioners and committees of the board for examination prior to their presentation to the Board for its consideration and such further action as it may deem necessary. Records are kept of all cases coming before the department, and the superintendent examines and certifies to the correctness of the accounts which pertain to the maintenance or removal of State, alien and Indian poor before the accounts are presented to the Board. The department maintains registers of epileptics, and of the idiotic and feeble-minded patients in the State charitable institutions, but it is desirable that additional records of all persons committed to other State charitable and reformatory institutions be maintained. It also receives duplicate records of the poor committed to almshouses. This complete registration of commitments is necessary for the investigations relative to dependency which have been begun by the Bureau of

Investigation and Analysis established by the Board, and will enable the department to compile statistics showing some at least of the causes and centers of dependency, pauperism and crime.

All State, non-resident or alien poor persons are returned to their places of legal residence in other states or countries when such removal is in the interest of the State. Poor persons in their relation to this department are divided into four groups: State poor, alien poor, non-resident poor, and Indian poor.

This work is best shown by the figures under the several headings to which attention is invited.

October 14, 1914.

Respectfully submitted,

W. H. GRATWICK,

D. W. BURDICK,

FRANK F. GOW, M.D.,

*Committee.*

## REPORT OF THE SUPERINTENDENT OF STATE AND ALIEN POOR

### *To the State Board of Charities:*

The Superintendent of State and Alien Poor is appointed by the State Board of Charities, under chapter 55 of the Consolidated Laws, which requires him to visit, either in person or by representative, each State almshouse at least once every three months, and to examine into the condition and needs of all State poor persons. It is his further duty to provide, when practicable, for the return to their legal residence of all aliens and nonresidents committed as poor persons to public charitable institutions. He has complied with the requirements of the law during the past fiscal year, and made the investigations regularly.

The State Board of Charities, through its Department of State and Alien Poor, during the fiscal year ending September 30, 1914, returned 2,253 persons to their homes in other states or countries when such removal at public expense was necessary. Of this number 1,049 were legal residents of other states, and 1,204 were aliens.

As will be seen from the tables which form a part of this report, a large number of these removals were made through the New York city branch of the department and the statistical summaries of the work there and in the Buffalo branch will be found of interest and value.

### STATISTICS — STATE POOR

During the fiscal year ending September 30, 1914, the total number of State poor provided for pursuant to the provisions of chapter 42 of the Consolidated Laws was 583 as against 525 during the previous fiscal year, an increase of 58.

The changes during the year, as compared with the preceding year, were as follows:

	Year ending Sept. 30, 1914	Year ending Sept. 30, 1913
Number of "State poor" provided for.....	583	525
Discharged as able to go out and care for them- selves . . . . .	280	191
Absconded . . . . .	40	25
Removed to their homes or places of legal settlement in other states and countries.....	193	240
Transferred to State hospitals.....	1	5
Otherwise provided for.....	4	6
Died . . . . .	14	10
Remaining in almshouses . . . . .	51	48
	=====	=====

The expenditures on account of "State poor" for the fiscal year have been \$19,409.05 as compared with \$11,345.51 for the preceding year. These expenditures were distributed as follows:

	Year ending Sept. 30, 1914	Year ending Sept. 30, 1913
For care and maintenance in State almshouses . . . . .	\$8,631 12	\$3,307 39
For removals to State almshouses.....	115 69	57 69
For removals from State almshouses to their homes in other states and countries . . . . .	3,557 00	1,538 53
For miscellaneous expenses, traveling expenses and printing.....	7,105 24	6,441 90
	-----	-----
	\$19,409 05	\$11,345 51
	=====	=====

The per capita expense was \$33.29 as against \$21.61 in 1913 and \$26.35 in 1912.

Forty-one years have elapsed since the State Poor Law became operative, during which time 52,186 persons have been committed to State almshouses, a yearly average of 1,272. Of these, 40,915 were males and 11,271 females. This large number has been disposed of as follows: Discharged as able to provide for themselves, 15,615; provided for by adoption or in families as self-supporting, 87; otherwise provided for, 231; absconded, 2,724; transferred to



State hospitals, 290; sent out of the State to their friends or places of legal settlement in other states or countries, 32,100; died, 1,088; thus leaving under date September 30, 1914, 51 in almshouses, as follows: At the Albany State Almshouse, 2; at the Broome County State Almshouse, 9; at the Erie County State Almshouse, 3; at the Jefferson County State Almshouse, 2; at the Kings County State Almshouse, 0; at the Monroe County State Almshouse, 9; at the New York City State Almshouse, 11; at the Oneida County State Almshouse, 7; at the Onondaga County State Almshouse, 7; at the St. Lawrence County State Almshouse, 1.

#### STATISTICS — ALIEN POOR

During the fiscal year ending September 30, 1914, 1,204 "alien poor" were removed to their homes in other countries. These were found in almshouses, hospitals and other charitable institutions in this State and after careful examination were returned to their homes as follows: To Algeria, 1; Armenia, 2; Austria, 128; Belgium, 6; Bohemia, 3; Brazil, 3; Canada, 49; Cuba, 5; Denmark, 7; Egypt, 2; England, 98; Europe, 10; Finland, 6; France, 7; Germany, 64; Greece, 18; Holland, 2; Hungary, 29; India, 3; Ireland, 59; Italy, 394; Malta, 3; Mexico, 6; Norway, 16; Nova Scotia, 2; Panama, 1; Peru, 1; Portugal, 2; Roumania, 4; Russia, 143; Scotland, 20; South America, 1; Spain, 4; Sweden, 13; Switzerland, 1; Syria, 14; Turkey, 42; Wales, 2; West Indies, 33.

Besides alien and State poor removed during the fiscal year ending September 30, 1914, there were 878 "nonresident poor persons" sent to their homes under the provisions of chapter 55 of the Consolidated Laws, namely: To Alabama, 2; Albany, 1; Arkansas, 1; California, 24; Colorado, 14; Connecticut, 51; Delaware, 5; District of Columbia, 8; Florida, 12; Georgia, 9; Idaho, 2; Illinois, 54; Indiana, 6; Iowa, 2; Kansas, 4; Kentucky, 2; Louisiana, 6; Maine, 2; Maryland, 14; Massachusetts, 94; Michigan, 28; Minnesota, 4; Missouri, 13; Nebraska, 1; New Hampshire, 3; New Jersey, 145; North Carolina, 14; Ohio, 59; Oregon, 1; Pennsylvania, 203; Porto Rico, 22; Rhode Island, 10; South Carolina, 4; South Dakota, 2; Tennessee, 2; Texas, 10; Vermont, 8; Virginia, 24; Washington, 1; West Virginia, 5; Wisconsin, 5; Wyoming, 1.

## SUMMARY OF REMOVALS OF PUBLIC DEPENDENTS

Alien poor (of whom 22 were State poor).....	1,204
Nonresident poor (of whom 171 were State poor).....	1,049

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## INDIAN POOR

Dependent Indians are legal charges upon the State itself and not upon its subdivisions, and therefore, in accordance with the provisions of the Poor Law, the administration of relief to indigent Indians is under the direction of the State Board of Charities. The Poor Law and the rules of the Board in regard to Indian relief require that destitute Indians, if capable of being moved, shall be cared for in the almshouses. Temporary outdoor relief is given only in cases requiring immediate assistance, and when the Indian cannot be moved to the nearest almshouse.

The total number of Indian poor persons provided for in almshouses or asylums during the fiscal year was 73, of whom 16 were in custody at the beginning of the year and 57 were admitted during the twelve months. Of these, 43 have been discharged as able to provide for themselves, 2 absconded, 3 were transferred to Thomas Indian School, 1 to Syracuse State Institution for Feeble-Minded Children, and 10 died, leaving 14 remaining September 30, 1914, of whom 4 were in the Erie County Almshouse, 1 in the Crippled Children's Guild, Buffalo, 2 in the Church Charity Foundation Home, Buffalo, 1 in the Oneida County Almshouse, 1 in the Onondaga Orphans Home, 1 in the Suffolk County Almshouse, 1 in the United Helpers Home, Ogdensburg, and 3 in the Home of the Western New York Society for the Protection of Homeless and Dependent Children at Randolph. The Indians are always reluctant to enter charitable institutions and for this reason the relief they receive is frequently given in their homes. Physicians visit the sick, and supplies are furnished through local officials, which is more economical than maintenance in almshouses, besides encouraging the Indians to assist in their own support. The expenditures on account of Indian relief amounted to \$6,854.55.

## BUREAU OF ANALYSIS AND INVESTIGATION

Elsewhere in this report on pages 168 to 175, a statement of the year's work of the Bureau of Analysis and Investigation is given, and all that is here necessary is to call attention to the fact that much of the investigation undertaken is pioneer work. There are now two new Bulletins ready for issue when printed, one being in press and the other awaiting funds which the new appropriation will make available.

TABLE No. 1

*Ages of alien and nonresident poor persons removed from New York State during the fiscal year ending September 30, 1914.*

AGES	ALIEN			NONRESIDENT			Totals
	Male	Female	Total	Male	Female	Total	
Under two years of age.....	.....	.....	98	.....	.....	85	183
Two to fifteen, inclusive.....	108	95	203	128	110	238	441
Sixteen to twenty-five.....	213	118	331	151	141	292	623
Twenty-six to thirty-five.....	206	92	298	105	66	171	469
Thirty-six to forty-five.....	120	33	153	82	21	103	256
Forty-six to fifty-five.....	47	13	60	61	8	69	129
Fifty-six to seventy.....	16	8	24	50	8	58	82
Over seventy.....	2	1	3	12	2	14	17
Ages not given.....	13	21	34	10	9	19	53
Totals.....	725	381	1,204	599	365	1,049	2,253

TABLE No. 2  
*Causes of Dependence*

	ALIEN			NONRESIDENT			Totals
	Male	Female	Total	Male	Female	Total	
A. SOCIAL CAUSES							
Infancy.....			263			252	515
With deported relatives.....	8	11	19				19
Death of husband or wife.....		5	5				5
Deserted by breadwinner.....	12	15	27	10	29	39	66
Vagrants and delinquents.....	8		8	34	6	40	48
Prostitutes and sex offenders.....	1	19	20		3	3	23
Returned to family.....	1	1	2				2
Encumbrance of children.....	6	12	18	7	17	24	42
Improper guardianship.....	4	4	8	6	1	7	15
Other causes.....							
Total.....	40	67	370	57	56	365	735
B. ECONOMIC CAUSES							
No means of support.....	7	19	26	15	8	23	49
Stranded.....	3	2	5	12	11	23	28
Lack of work due to old age.....	2		2	7		7	9
Destitution and other causes.....	78	48	126	74	69	143	269
Total.....	90	69	159	108	88	196	355
C. INDUSTRIAL AND OTHER ACCIDENTS							
Fractures and wounds.....	8		8	10		10	18
Amputations.....	5		5	11	1	12	17
Hernia.....	14		14	7	1	8	22
Other accidents.....	13	1	14	25	2	27	41
Total.....	40	1	41	53	4	57	98
D. ALCOHOLISM AND DRUG HABIT							
Alcoholism.....	3	1	4	12	1	13	17
Drug habit.....				3	1	4	4
Total.....	3	1	4	15	2	17	21
E. SICKNESS							
1. Specific infections and venereal diseases:							
Tuberculosis.....	126	32	158	56	10	66	224
Syphilis.....	36	3	39	24	7	31	70
Gonorrhoea.....	15	1	16	20	2	22	38
Other diseases.....	28	1	29	9	4	13	42
Total.....	205	37	242	109	23	132	374
2. Constitutional diseases:							
Rheumatism.....	55	4	59	28	1	29	88
Other diseases.....	2	1	3	2	1	3	6
Total.....	57	5	62	30	2	32	94
3. Diseases of digestive system.....							
Genito-urinary system.....	16	4	20	4	1	5	25
	21	5	26	15	3	18	44
Total.....	37	9	46	19	4	23	69
4. Diseases of respiratory system:							
Bronchitis.....	14	2	16	4		4	20
Other diseases.....	16	2	18	22	4	26	44
Total.....	30	4	34	26	4	30	64
5. Diseases of circulatory system.....							
	33	10	43	7	1	8	51

TABLE No. 2 — *Concluded*

	ALIEN			NONRESIDENT			Totals
	Male	Female	Total	Male	Female	Total	
6. Diseases of skin, glands and cellular tissue.....	8	4	12	11	5	16	28
Cancer of throat.....	1	.....	1	.....	.....	.....	1
Abscess.....	6	1	7	4	.....	4	11
Ulcer, varicose.....	.....	1	1	3	1	4	5
Ulcer, simple.....	7	.....	7	3	.....	3	10
Tumor.....	3	.....	3	2	1	3	6
Total.....	25	6	31	23	7	30	61
7. Diseases of the nervous system:							
Paralysis.....	15	5	20	12	2	14	34
Others.....	5	3	8	5	5	10	18
Total.....	20	8	28	17	7	24	52
Defectives:							
Epileptics.....	9	4	13	9	1	10	23
Feeble-minded.....	5	7	12	6	2	8	20
Insane.....	4	7	11	2	1	3	14
Deaf.....	2	.....	2	2	1	3	5
Blind.....	4	2	6	8	1	9	15
Eye trouble.....	7	1	8	5	1	6	14
Dumb.....	.....	.....	.....	3	1	4	4
Total.....	31	21	52	35	8	43	95
9. Gynecological:							
Pregnancy.....	.....	46	46	.....	55	55	101
Other conditions.....	.....	4	4	.....	4	4	8
Total.....	.....	50	50	.....	59	59	109
10. Other diseases:							
General.....	7	4	11	15	1	16	27
Diseases of the bone.....	13	1	14	2	2	4	18
No diagnosis.....	8	9	17	8	5	13	30
Total.....	28	14	42	25	8	33	75

TABLE No. 3

*Religious faith of persons removed from the State during the fiscal years ending September 30, 1911, 1912, 1913 and 1914.*

	1911	1912	1913	1914
Catholics.....	630	993	1,149	1,264
Protestants.....	1,081	589	636	635
Hebrews.....	172	222	172	210
Others or not classified.....	180	240	277	144
Totals.....	2,063	2,024	2,234	2,253

TABLE No. 4  
Showing changes which occurred in the several State almshouses during the year ending September 30, 1914

STATE ALMSHOUSES	Number of inmates October 1, 1913	Number committed during the year	Whole number supported	Dis- charged	Other- wise pro- vided for	Trans- ferred to State hospitals	Ab- sconded	Sent out of the State	Died	REMAINING SEPTEMBER 30, 1914		
										Males	Females	Total
Albany.....	.....	24	24	4	1	.....	2	15	.....	1	1	2
Buffalo.....	7	156	163	78	1	.....	18	60	3	3	.....	3
Canton.....	2	1	3	1	.....	.....	.....	.....	1	.....	.....	1
Binghamton.....	10	9	19	2	.....	.....	3	2	3	8	1	9
Syracuse.....	4	54	58	23	.....	.....	7	20	1	7	.....	7
Watertown.....	2	2	4	1	.....	.....	.....	.....	1	2	.....	2
Flatbush.....	.....	27	27	9	2	.....	5	11	.....	.....	.....	.....
Rome.....	8	17	25	17	.....	.....	.....	.....	1	7	.....	7
Rochester.....	10	69	79	42	.....	1	3	21	3	8	1	9
Blackwell's Island.....	5	176	181	103	.....	.....	2	64	1	7	4	11
Total.....	48	535	583	280	4	1	40	193	14	44	7	51

TABLE No. 5

*Showing the number and sex of the State poor committed each year since the act went into operation October 22, 1873*

	Male	Female	Total
For the year ending September 30, 1874.....	513	50	563
For the year ending September 30, 1875.....	566	88	654
For the year ending September 30, 1876.....	514	119	633
For the year ending September 30, 1877.....	707	165	872
For the year ending September 30, 1878.....	930	190	1,120
For the year ending September 30, 1879.....	1,326	261	1,587
For the year ending September 30, 1880.....	1,023	320	1,343
For the year ending September 30, 1881.....	1,046	327	1,373
For the year ending September 30, 1882.....	1,024	368	1,392
For the year ending September 30, 1883.....	1,033	393	1,426
For the year ending September 30, 1884.....	1,378	514	1,892
For the year ending September 30, 1885.....	1,409	439	1,848
For the year ending September 30, 1886.....	1,252	354	1,606
For the year ending September 30, 1887.....	1,247	370	1,617
For the year ending September 30, 1888.....	1,317	348	1,665
For the year ending September 30, 1889.....	1,369	388	1,757
For the year ending September 30, 1890.....	1,133	307	1,440
For the year ending September 30, 1891.....	1,026	339	1,365
For the year ending September 30, 1892.....	1,095	272	1,367
For the year ending September 30, 1893.....	1,057	349	1,406
For the year ending September 30, 1894.....	1,490	484	1,974
For the year ending September 30, 1895.....	1,669	502	2,171
For the year ending September 30, 1896.....	1,589	513	2,102
For the year ending September 30, 1897.....	1,448	539	1,987
For the year ending September 30, 1898.....	1,300	504	1,804
For the year ending September 30, 1899.....	1,582	467	2,049
For the year ending September 30, 1900.....	1,522	350	1,872
For the year ending September 30, 1901.....	1,371	314	1,685
For the year ending September 30, 1902.....	1,471	256	1,727
For the year ending September 30, 1903.....	1,235	201	1,436
For the year ending September 30, 1904.....	825	146	971
For the year ending September 30, 1905.....	442	101	543
For the year ending September 30, 1906.....	393	128	521
For the year ending September 30, 1907.....	478	154	632
For the year ending September 30, 1908.....	546	105	651
For the year ending September 30, 1909.....	436	133	569
For the year ending September 30, 1910.....	429	85	514
For the year ending September 30, 1911.....	475	117	592
For the year ending September 30, 1912.....	370	72	442
For the year ending September 30, 1913.....	420	63	483
For the year ending September 30, 1914.....	459	76	535
Total.....	40,915	11,271	52,186

TABLE No. 6  
Showing the several almshouses to which State poor were committed and the changes occurring in the number under their care from October 22, 1873 to September 30, 1914

STATE ALMSHOUSES	Whole number admitted	Discharged	Provided for by adoption or otherwise	Absconded	Transferred to State hospitals	Sent out of the State to friends or places of legal settlement	Died	Remaining Sept. 30, 1914
Albany.....	3,941	1,237	14	605	21	1,961	101	2
Buffalo.....	10,783	2,769	54	770	45	6,952	190	3
Canton.....	482	210	5	75	10	97	84	1
Delhi*.....	74	37	.....	20	1	10	6	.....
Yaphank*.....	1,110	76	5	85	1	937	6	.....
Binghamton.....	982	460	13	111	12	301	76	9
Syracuse.....	1,058	501	11	137	16	345	41	7
Watertown.....	290	85	4	42	14	125	18	2
Flatbush.....	24,499	7,124	40	325	58	16,636	316	7
Rome.....	1,039	620	8	100	69	160	75	9
Rochester.....	3,539	964	24	306	35	2,073	128	.....
Waterloo*.....	513	345	.....	88	5	54	21	.....
Blackwell's Island.....	3,876	1,187	140	60	3	3,449	26	11
Total.....	52,186	15,615	318	2,724	290	32,100	1,088	51

\* Discontinued.



TABLE No. 7  
Showing the ages of the State poor committed to the several State almshouses from October 22, 1873 to September 30, 1914

STATE ALMSHOUSES	Under twenty years	Twenty years and under thirty	Thirty years and under forty	Forty years and under fifty	Fifty years and under sixty	Sixty years and under seventy	Over seventy years	Total
Albany.....	664	963	813	600	396	308	197	3,941
Buffalo.....	3,060	2,717	1,920	1,205	865	631	385	10,783
Canton.....	49	65	87	59	62	85	75	482
Delhi.....	6	9	12	17	10	13	7	74
Yaphank.....	47	416	335	172	89	45	6	1,110
Binghamton.....	127	143	148	131	161	148	124	982
Syracuse.....	215	259	199	150	95	68	72	1,058
Watertown.....	79	51	66	25	26	24	19	290
Flatbush.....	5,437	7,474	5,034	3,105	1,895	1,093	461	24,499
Rome.....	58	164	227	140	166	187	97	1,039
Watertown.....	10	40	73	78	101	128	83	513
Rochester.....	781	863	621	476	355	255	188	3,539
Blackwell's Island.....	955	1,260	642	466	277	185	91	3,876
Total.....	11,488	14,424	10,177	6,624	4,498	3,170	1,805	52,186

\* Discontinued.

TABLE No. 8  
*Showing the years in which State almshouses, September 30, 1914, were committed*

STATE ALMSHOUSES	1890	1891	1892	1893	1894	1895	1896	1897	1898	1899	1900	1901	1902	1903	1904	1905	1906	1907	1908	1909	1910	1911	1912	1913	1914	Total
Albany.....																									2	2
Buffalo.....																									3	3
Canton.....	1														1											1
Binghamton.....							1																	3	2	6
Syracuse.....																				1			2	2	2	7
Watertown.....								1																		2
Flatbush.....																										
Rome.....																								1	5	7
Rochester.....												1										1	2		5	9
Blackwell's Island.....																									11	11
Total.....	1						1	1		1		1			1				1	1		1	5	6	31	51

TABLE No. 9  
*Showing the classified quarterly expenditures for the support, care, and removal of State poor for the fiscal year ending September 30, 1914*

	For removal to State almshouses	For maintenance, clothing, medical attendance and care in State almshouses	For removals from the State to other states and countries	For miscella- neous expenses and printing	Total
Quarter ending December 31, 1913.....	\$21 29	.....	\$77 22	\$1,341 82	\$1,440 33
Quarter ending March 31, 1914.....	57 46	\$4,167 92	2,234 80	1,919 33	8,379 51
Quarter ending June 30, 1914.....	27 94	1,444 01	471 66	1,708 62	3,652 23
Quarter ending September 30, 1914.....	9 00	3,019 19	773 32	2,135 47	5,936 98
Total.....	\$115 69	\$8,631 12	\$3,557 00	\$7,105 24	\$19,409 05

TABLE No. 10

CLASSIFICATION OF INMATES IN COUNTY, CITY AND TOWN ALMS-  
HOUSES INCLUDING PUBLIC HOSPITALS AT CLOSE OF EACH  
FISCAL YEAR FROM 1868 TO 1914 INCLUSIVE.

YEAR	Insane	Feeble- minded	Epilep- tics	Blind	Deaf	Children	Able bodied, sick and infirm	Total
1868.....	1,538	314	.....	87	44	1,222	3,814	7,019
1869								
County.....	1,463	351	.....	99	35	920	3,914	6,782
City and town.....	1,795	88	.....	195	14	1,365	4,346	7,803
Total.....	3,258	439	.....	294	49	2,285	8,260	14,585
1870								
County.....	1,326	407	126	149	48	792	3,617	6,465
City and town.....	2,019	170	184	108	13	485	5,940	8,919
Total.....	3,345	577	310	257	61	1,277	9,557	15,384
1871								
County.....	1,239	339	100	150	47	675	3,788	6,338
City and town.....	2,168	189	197	123	12	456	5,355	8,500
Total.....	3,407	528	297	273	59	1,131	9,143	14,838
1872								
County.....	1,297	374	84	143	57	679	3,712	6,346
City and town.....	2,180	188	202	120	10	1,386	4,198	8,284
Total.....	3,477	562	286	263	67	2,065	7,910	14,630
1873								
County.....	1,394	395	139	174	65	.....	4,607	6,774
City and town.....	2,396	200	133	105	8	.....	5,715	8,557
Total.....	3,790	595	272	279	73	.....	10,322	15,331
1874								
County.....	1,311	338	160	154	37	593	3,863	6,456
City and town.....	2,529	225	116	95	13	1,495	4,368	8,841
Total.....	3,840	563	276	249	50	2,088	8,231	15,297
1875								
County.....	1,456	471	150	149	37	526	3,759	6,548
City and town.....	2,667	186	7	109	9	1,434	4,274	8,686
Total.....	4,123	657	157	258	46	1,960	8,033	15,234
1876								
County.....	1,526	333	159	130	43	388	4,400	6,979
City and town.....	3,009	214	101	99	12	908	4,551	8,894
Total.....	4,535	547	260	229	55	1,296	8,951	15,873
1877								
County.....	1,615	323	181	149	34	.....	4,539	6,841
City and town.....	3,335	257	160	133	10	.....	5,308	9,203
Total.....	4,950	580	341	282	44	.....	9,847	16,044
1878								
County.....	1,603	278	176	139	32	315	4,297	6,840
City and town.....	3,670	285	170	138	12	774	4,912	9,961
Total.....	5,273	563	346	277	44	1,089	9,209	16,801
1879								
County.....	1,795	301	192	141	34	267	4,024	6,754
City and town.....	3,820	263	85	117	8	707	4,116	9,116
Total.....	5,615	564	277	258	42	974	8,140	15,870

TABLE No. 10 — (Continued)

*Classification of inmates in county, city and town almshouses including public hospitals, at close of each fiscal year*

YEAR	Insane	Feeble-minded	Epileptics	Blind	Deaf	Children	Able bodied, sick and infirm	Total
<b>1880</b>								
County.....	1,741	323	169	127	44	248	3,929	6,581
City and town.....	4,146	249	87	139	8	721	4,415	9,765
Total.....	5,887	572	256	266	52	969	8,344	16,346
<b>1881</b>								
County.....	1,754	253	171	131	36	222	3,607	6,174
City and town.....	4,403	240	125	125	4	3,743	1,334	9,974
Total.....	6,157	493	296	256	40	3,965	4,941	16,148
<b>1882</b>								
County.....	1,792	277	204	145	36	216	3,740	6,410
City and town.....	4,273	249	210	137	6	587	4,635	10,097
Total.....	6,065	526	414	282	42	803	8,375	16,507
<b>1883</b>								
County.....	1,678	261	199	143	32	166	3,872	6,351
City and town.....	4,795	280	174	157	7	533	5,019	10,965
Total.....	6,473	541	373	300	39	699	8,891	17,316
<b>1884</b>								
County.....	1,792	256	190	141	36	174	4,227	6,816
City and town.....	5,240	321	309	203	69	659	4,653	11,454
Total.....	7,032	577	499	344	105	833	8,880	18,270
<b>1885</b>								
County.....	1,886	309	200	163	40	179	4,118	6,895
City and town.....	5,334	312	300	128	89	816	4,930	11,909
Total.....	7,220	621	500	291	129	995	9,048	18,804
<b>1886</b>								
County.....	1,978	282	200	165	44	143	4,214	7,026
City and town.....	5,634	326	217	129	9	524	5,161	12,000
Total.....	7,612	608	417	294	53	667	9,375	19,026
<b>1887</b>								
County.....	2,079	290	220	156	47	111	4,101	6,994
City and town.....	5,783	322	204	129	10	538	5,110	12,096
Total.....	7,862	602	424	285	57	649	9,211	19,090
<b>1888</b>								
County.....	.....	237	174	151	43	124	6,071	6,800
City and town.....	.....	327	128	117	7	498	11,738	12,815
Total.....	.....	564	302	268	50	622	17,809	19,615
<b>1889</b>								
County.....	.....	231	221	148	42	123	6,394	7,159
City and town.....	.....	372	363	131	15	696	12,013	13,590
Total.....	.....	603	584	279	57	819	18,407	20,749
<b>1890</b>								
County.....	.....	254	223	171	43	118	6,202	7,011
City and town.....	.....	363	259	128	11	605	12,323	13,689
Total.....	.....	617	482	299	54	723	18,525	20,700
<b>1891</b>								
County.....	.....	277	203	147	43	116	5,543	6,329
City and town.....	.....	391	274	155	18	847	12,742	14,427
Total.....	.....	668	477	302	61	963	18,285	20,756

TABLE No. 10 — (Continued)

*Classification of inmates in county, city and town almhouses, including public hospitals, at close of each fiscal year*

YEAR	Insane	Feeble-minded	Epileptics	Blind	Deaf	Children	Able bodied, sick and infirm	Total
<b>1892</b>								
County .....	.....	251	191	153	41	101	5,134	5,871
City and town .....	.....	437	384	159	5	803	13,259	15,047
<b>Total .....</b>	.....	<b>688</b>	<b>575</b>	<b>312</b>	<b>46</b>	<b>904</b>	<b>18,393</b>	<b>20,918</b>
<b>1893</b>								
County .....	.....	258	167	139	38	90	4,730	5,422
City and town .....	.....	455	452	178	22	1,265	13,089	15,461
<b>Total .....</b>	.....	<b>713</b>	<b>619</b>	<b>317</b>	<b>60</b>	<b>1,355</b>	<b>17,819</b>	<b>20,883</b>
<b>1894</b>								
County .....	.....	272	135	138	38	134	5,446	6,163
City and town .....	.....	497	602	177	40	617	14,292	16,225
<b>Total .....</b>	.....	<b>769</b>	<b>737</b>	<b>315</b>	<b>78</b>	<b>751</b>	<b>19,738</b>	<b>22,388</b>
<b>1895</b>								
County .....	.....	233	177	133	34	115	5,285	5,977
City and town .....	.....	517	870	169	8	1,193	7,065	9,322
<b>Total .....</b>	.....	<b>750</b>	<b>547</b>	<b>302</b>	<b>42</b>	<b>1,308</b>	<b>12,350</b>	<b>15,299</b>
<b>1896</b>								
County .....	.....	266	139	137	54	110	5,201	5,907
City and town .....	.....	537	157	178	7	1,392	5,688	7,959
<b>Total .....</b>	.....	<b>803</b>	<b>296</b>	<b>315</b>	<b>61</b>	<b>1,502</b>	<b>10,889</b>	<b>13,866</b>
<b>1897</b>								
County .....	.....	211	129	145	80	106	5,177	5,848
City and town .....	.....	556	254	178	153	977	5,716	7,834
<b>Total .....</b>	.....	<b>767</b>	<b>383</b>	<b>323</b>	<b>233</b>	<b>1,083</b>	<b>10,893</b>	<b>13,682</b>

TABLE No. 10 — (Continued)

CLASSIFICATION OF INMATES DIFFERENTIATED BY SEX IN COUNTY, CITY AND TOWN ALMSHOUSES INCLUDING PUBLIC HOSPITALS AT CLOSE OF FISCAL YEAR FROM 1898 TO 1914, INCLUSIVE

1898	ABLE-BODIED			SICK AND INFIRM			FEEBLE-MINDED			EPILEPTIC		
			Total			Total			Total			Total
	Male	Female		Male	Female		Male	Female		Male	Female	
County.....	620	214	834	2,785	1,196	3,981	316	220	536	66	71	137
City and town and public hospitals.....	657	256	913	3,174	2,726	5,900	369	223	592	82	93	175
Total.....	1,277	470	1,747	5,959	3,922	9,881	685	443	1,128	148	164	312

TABLE No. 10 — (Continued)

1898	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
			Total			Total			Total			Total			Total
	Male	Female		Male	Female		Male	Female		Male	Female		Male	Female	
County.....	95	52	147	44	37	81	67	92	159	15	14	29	4,008	1,896	5,904
City and town and public hospitals...	75	96	171	14	9	23	138	162	300	35	35	70	4,544	3,600	8,144
Total.....	170	148	318	58	46	104	205	254	459	50	49	99	8,552	5,496	14,048

**TABLE No. 10 — (Continued)**  
*Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year*

	ABLE-BODIED			SICK AND INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
1899												
County.....	403	202	605	2,609	1,093	3,702	328	228	556	76	75	151
City and town and public hospitals.....	659	286	945	2,895	2,298	5,193	369	219	588	92	62	154
Total.....	1,062	488	1,550	5,504	3,391	8,895	697	447	1,144	168	137	305

TABLE No. 10 — (Continued)

1899	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	108	61	169	40	41	81	69	64	133	15	18	33	3,648	1,782	5,430
City and town and public hospitals...	61	95	156	4	6	10	195	175	370	27	33	60	4,302	3,174	7,476
Total.....	169	156	325	44	47	91	264	239	503	42	51	93	7,950	4,956	12,906



TABLE No. 10 — (Continued)  
Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year

1900	ABLE-BODIED			SICK AND INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	507	247	754	2,515	1,088	3,603	356	265	621	92	60	152
City and town and public hospitals.....	844	669	1,513	2,490	2,044	4,534	401	229	630	105	100	205
Total.....	1,351	916	2,267	4,905	3,132	8,137	757	494	1,251	197	160	357

TABLE No. 10 — (Continued)

1900	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	102	52	154	47	28	75	40	38	78	18	17	35	3,677	1,795	5,472
City and town and public hospitals...	68	120	188	8	11	19	62	59	121	78	76	154	4,056	3,308	7,364
Total.....	170	172	342	55	39	94	102	97	199	96	93	189	7,733	5,103	12,836

TABLE No. 10 — (Continued)  
*Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year*

TABLE No. 10 — (Continued)

1901	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	89	48	137	46	31	77	38	51	89	23	16	39	3,787	1,815	5,602
City and town and public hospitals..	76	106	182	11	6	17	10	18	28	38	62	90	4,032	3,245	7,277
Total.....	165	154	319	57	27	94	48	69	117	51	78	129	7,819	5,060	12,879

TABLE No. 10 — (Continued)  
*Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year*

1902	ABLE-BODIED			SICK AND INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female		Male	Female		Male	Female		Male	Female	
		Total			Total			Total			Total	
County.....	523	250	773	2,587	1,152	3,739	311	253	564	80	61	141
City and town and public hospitals.....	947	714	1,661	2,728	2,063	4,791	347	336	683	50	75	125
Total.....	1,470	964	2,434	5,315	3,215	7,530	658	589	1,247	130	136	266

TABLE No. 10 — (Continued)

1902	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
	Male	Female		Male	Female		Male	Female		Male	Female		Male	Female	
		Total			Total			Total			Total			Total	
County.....	106	43	149	39	31	70	37	37	74	21	21	42	3,704	1,848	5,552
City and town and public hospitals...	78	98	176	11	8	19	23	20	43	44	52	96	4,228	3,366	7,594
Total.....	184	141	325	50	39	89	60	57	117	65	73	138	7,932	5,214	13,146

TABLE No. 10 — (Continued)  
Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year

1903	ABLE-BODIED			SICK AND INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	471	270	741	2,613	1,171	3,784	319	251	570	67	57	124
City and town and public hospitals.....	1,107	848	1,955	2,910	1,993	4,903	418	312	730	99	69	168
Total.....	1,578	1,118	2,696	5,523	3,164	8,687	737	563	1,300	166	126	292

TABLE No. 10 — (Continued)

1903	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	98	53	151	50	23	73	39	43	82	20	19	39	3,677	1,887	5,564
City and town and public hospitals....	72	59	131	33	12	45	51	43	94	17	16	33	4,707	3,352	8,059
Total.....	170	112	282	83	35	118	90	86	176	37	35	72	8,384	5,239	13,623

TABLE No. 10 — (Continued)  
Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year

1904	ABLE-BODIED			SICK AND INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	451	251	702	2,644	1,237	3,881	328	254	582	63	51	114
City and town and public hospitals.....	915	684	1,579	3,394	2,261	5,655	458	300	758	73	92	165
Total.....	1,366	915	2,281	6,038	3,498	9,536	786	554	1,340	136	143	279

TABLE No. 10 — (Continued)

1904	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	91	51	142	29	26	55	33	42	75	13	24	37	3,652	1,936	5,588
City and town and public hospitals...	92	101	193	14	8	22	70	67	137	30	34	64	5,046	3,527	8,573
Total.....	183	152	335	43	34	77	103	109	212	43	58	101	8,698	5,463	14,161

TABLE No. 10— (Continued)  
Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year

1905	ABLE-BODIED			SICK AND INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	540	260	800	2,635	1,189	3,824	295	241	536	57	55	112
City and town and public hospitals.....	1,049	587	1,636	3,278	2,378	5,656	558	424	982	93	86	179
Total.....	1,589	847	2,436	5,913	3,567	9,480	853	665	1,518	150	141	291

TABLE No. 10— (Continued)

1905	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	102	53	155	40	21	61	42	38	80	12	23	35	3,723	1,880	5,603
City and town and public hospitals...	106	118	224	23	16	39	41	10	51	28	26	54	5,176	3,645	8,821
Total.....	208	171	379	63	37	100	83	48	131	40	49	89	8,899	5,525	14,424

TABLE No. 10 — (Continued)  
Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year

1906	ABLE-BODIED			SICK AND INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	534	249	783	2,562	1,238	3,800	327	285	612	60	50	110
City and town and public hospitals.....	841	460	1,301	3,637	2,547	6,184	583	403	986	100	89	189
Total.....	1,375	709	2,084	6,199	3,785	9,984	910	688	1,598	160	139	299

TABLE No. 10 — (Continued)

1906	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	112	59	171	28	24	52	33	33	66	12	22	34	3,668	1,960	5,628
City and town and public hospitals...	100	116	216	29	18	47	56	90	146	32	25	57	5,378	3,748	9,126
Total.....	212	175	387	57	42	99	89	123	212	44	47	91	9,046	5,708	14,754

TABLE No. 10 — (Continued)  
Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year

1907	ABLE-BODIED			SICK AND INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	481	244	725	2,766	1,352	4,118	294	249	543	66	52	118
City and town and public hospitals.....	189	106	295	4,497	3,908	7,505	473	443	916	136	88	224
Total.....	670	350	1,020	7,263	4,360	11,623	767	692	1,459	202	140	342

TABLE No. 10 — (Continued)

1907	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	97	55	152	37	17	54	26	25	51	14	18	32	3,781	2,012	5,793
City and town and public hospitals...	124	117	241	29	18	47	54	28	82	35	23	58	5,537	3,831	9,368
Total.....	221	172	393	66	35	101	80	53	133	49	41	80	9,318	5,843	15,161



TABLE No. 10 — (Continued)  
*Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year*

	NO INDIAN		FEMALE-MINDED		EPILEPTIC		
	male	Total	Male	Female	Male	Female	Total
	370	4,401	305	293	508	42	93
	1,327	8,403	539	384	131	72	203
	1,697	12,804	844	677	1,321	114	296

TABLE No. 10 — (Continued)

1908	BLIND		DEAF		CHILDREN		INSANE		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
County, . . . . .	110	56	33	26	27	42	11	10	21	4,155
City and town and public hospitals, . . . . .	99	96	85	23	20	14	23	37	60	2,175
Total . . . . .	209	152	118	49	47	56	34	47	81	6,330

TABLE No. 1 — (Continued)  
Classification of inmates in county, city and town almshouses, including public hospitals at close of fiscal year

	ABLE-BODIED			SICK AND INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
1909												
County.....	616	348	964	2,848	1,417	4,265	324	287	611	56	40	96
City and town and public hospitals.....	293	124	417	5,188	3,338	8,526	539	488	1,027	108	67	175
Total.....	909	472	1,381	8,036	4,755	12,791	863	675	1,638	164	107	271

TABLE No. 10 — (Continued)

	BLIND			DEAF			CHILDREN			INSANE			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
1909															
County.....	109	60	169	36	19	55							4,023	2,210	6,233
City and town and public hospitals...	120	113	233	32	58	90	11	8	19				6,291	4,196	10,487
Total.....	229	173	402	68	77	145	45	47	92				10,314	6,406	16,720

TABLE No. 10 (Continued)  
Classification of inmates in county, city and town almshouses, including public hospitals, at close of fiscal year

1910	ABLE-BODIED		SICK OR INFIRM		FEEBLE-MINDED		EPILEPTIC	
	Male	Female	Male	Female	Male	Female	Male	Female
	Total	Total	Total	Total	Total	Total	Total	Total
County.....	662	343	2,813	1,291	341	289	53	34
City and town and public hospitals.....	1,421	951	4,196	2,849	694	522	120	53
Total.....	2,083	1,294	7,009	4,140	975	811	178	87
		3,377	11,149		1,786		265	

TABLE No. 10 — (Continued)

1910	BLIND		DEAF		CHILDREN		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female
	Total	Total	Total	Total	Total	Total	Total	Total
County.....	105	59	37	25	16	15	4,032	2,056
City and town and public hospitals.....	143	101	43	69	6	7	6,563	4,552
Total.....	248	160	80	94	22	22	10,595	6,608
		408	174		44		17,203	

TABLE No. 10 — (Continued)  
*Classification of inmates in county, city and town almshouses, including public hospitals, at close of fiscal year*

1911	ABLE-BODIED			SICK OR INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	554	367	921	2,971	1,283	4,254	297	246	543	41	29	70
City and town and public hospitals .....	1,281	817	2,098	4,852	3,016	7,868	572	536	1,108	95	66	161
Total.....	1,835	1,184	3,019	7,823	4,299	12,122	869	782	1,651	136	95	231

TABLE No. 10 — (Continued)

1911	BLIND			DEAF			CHILDREN			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	122	50	172	33	25	58	14	14	28	4,032	2,014	6,046
City and town and public hospitals .....	135	105	240	48	85	133	3	.....	3	6,986	4,625	11,611
Total.....	257	155	412	81	110	191	17	14	31	11,018	6,639	17,657

TABLE No. 10 — (Continued)  
Classification of inmates in county, city and town almshouses, including public hospitals, at close of fiscal year

1912	ABLE-BODIED			SICK OR INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	635	324	959	2,968	1,296	4,264	317	283	600	43	28	71
City and town and public hospitals.....	1,337	821	2,158	5,393	3,313	8,706	552	561	1,113	103	74	177
Total.....	1,972	1,145	3,117	8,361	4,609	12,970	869	844	1,713	146	102	248

TABLE No. 10 — (Continued)

1912	BLIND			DEAF			CHILDREN			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
County.....	123	69	192	54	36	90	20	14	34	4,160	2,050	6,210
City and town and public hospitals.....	127	115	242	64	66	130	.....	.....	.....	7,576	4,950	12,526
Total.....	250	184	434	118	102	220	20	14	34	11,736	7,000	18,736



TABLE No. 10 -- (Continued)  
Classification of inmates in county, city and town almshouses, including public hospitals, at close of fiscal year

1914	ABLE-BODIED			SICK OR INFIRM			FEEBLE-MINDED			EPILEPTIC		
	Male		Female	Total	Male		Female	Total	Male		Female	Total
	Male	Female	Total		Male	Female	Total		Male	Female	Total	
County.....	895	344	1,239		3,162	1,176	4,338		350	330	680	
City and town and public hospitals.....	1,177	673	1,850		6,872	4,642	11,514		742	780	1,522	
Total.....	2,072	1,017	3,089		10,034	5,818	15,852		1,092	1,110	2,202	
									170	127	297	

TABLE 10 -- (Concluded)

1914	BLIND			DEAF			CHILDREN			TOTAL		
	Male		Female	Total	Male		Female	Total	Male		Female	Total
	Male	Female	Total		Male	Female	Total		Male	Female	Total	
County.....	132	66	198		69	26	95		59	37	96	
City and town and public hospitals.....	156	131	287		30	16	46		2	2	4	
Total.....	288	197	485		99	42	141		61	39	100	
									13,816	8,350	22,166	





SECTION I — (Continued)

	1913			1914									Total
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	
New Jersey.....	11	11	13	5	11	3	10	11	4	3	8	10	100
New Mexico.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
North Carolina.....	6	.....	1	3	.....	.....	3	.....	.....	.....	.....	.....	13
Ohio.....	.....	2	13	1	.....	2	.....	1	.....	.....	.....	.....	19
Oregon.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Oklahoma.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Pennsylvania.....	9	5	8	11	3	4	7	3	8	12	7	5	82
Porto Rico.....	.....	4	1	1	.....	1	3	1	3	1	.....	.....	15
Rhode Island.....	2	.....	3	.....	.....	.....	3	.....	1	.....	1	2	12
South Carolina.....	1	1	.....	.....	.....	.....	1	.....	.....	1	.....	.....	4
South Dakota.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Tennessee.....	.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Texas.....	.....	1	5	.....	1	1	.....	.....	1	.....	.....	1	10
Virginia.....	3	1	4	4	1	4	.....	.....	4	.....	.....	.....	21
Vermont.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	1	.....	3
Washington.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
West Virginia.....	.....	.....	1	.....	1	1	.....	.....	.....	.....	.....	.....	.....
Wisconsin.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	3
Wyoming.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Total.....	60	51	83	44	26	35	50	36	44	25	27	29	510

SECTION II

Table showing the monthly removals of alien, non-resident and State poor persons, at no expense to the State, and states and countries to which sent during the fiscal year ending September 30, 1914.

	1913			1914									Total
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	
Alabama.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1
Austria.....	.....	.....	1	1	.....	.....	.....	.....	1	.....	.....	.....	4
Brazil.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Belgium.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
British West Indies.....	.....	.....	.....	4	.....	.....	.....	.....	1	.....	.....	.....	5
Bohemia.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
Connecticut.....	3	2	1	.....	.....	.....	1	.....	1	.....	.....	.....	8
Canada.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	2
Cuba.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
Denmark.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
England.....	2	3	.....	.....	1	.....	1	.....	.....	.....	.....	.....	7
Finland.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	1
Florida.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Greece.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	1
Germany.....	4	1	2	.....	1	.....	.....	.....	.....	.....	.....	.....	8
Illinois.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Italy.....	1	1	2	3	1	.....	.....	.....	.....	.....	.....	.....	8
India.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Ireland.....	1	1	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	3
Massachusetts.....	2	4	3	.....	.....	1	.....	.....	.....	.....	.....	.....	10
Maryland.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
New Jersey.....	2	5	7	5	1	1	2	7	4	2	.....	.....	36
North Carolina.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	1
Ohio.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Panama.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Porto Rico.....	.....	3	1	.....	.....	3	.....	.....	.....	.....	.....	.....	7
Pennsylvania.....	1	3	2	1	1	3	2	3	.....	.....	.....	3	19
New Hampshire.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
Rhode Island.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
Russia.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
South Carolina.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Scotland.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
Switzerland.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	1

SECTION II — (Continued)

	1913			1914									Total
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	
Syria.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Spain.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Sweden.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Turkey.....	4	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	6
Vermont.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	1
Washington.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
West Virginia.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	1
California.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	2
Total.....	27	34	20	18	5	49	49	15	8	4	.....	6	155

SECTION III

Table showing removals of aliens monthly at the State's expense, and the countries to which sent during the fiscal year ending September 30, 1914.

	1913			1914									Total
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	
Algeria.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	1
Armenia.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
Austria.....	16	8	6	18	6	11	12	9	6	7	.....	.....	99
Belgium.....	.....	.....	1	.....	.....	.....	1	.....	1	.....	.....	.....	3
Brazil.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
British West Indies.....	2	.....	.....	5	1	1	.....	3	.....	2	.....	.....	14
Bohemia.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
Cuba.....	.....	.....	2	.....	1	.....	.....	.....	.....	.....	.....	.....	3
Canada.....	.....	.....	5	.....	7	1	.....	3	.....	.....	1	.....	17
Denmark.....	.....	.....	1	.....	1	.....	1	1	.....	.....	.....	.....	4
Egypt.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	.....	.....	2
England.....	.....	6	5	9	3	3	11	9	4	4	1	.....	55
Finland.....	.....	.....	.....	.....	.....	.....	2	.....	1	2	.....	.....	5
France.....	.....	2	1	1	.....	1	1	.....	.....	.....	.....	.....	6
Germany.....	3	2	7	2	3	5	5	8	2	.....	.....	.....	37
Greece.....	.....	1	1	2	1	.....	2	5	2	1	.....	.....	15
Holland.....	.....	.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	2
India.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
Ireland.....	2	6	5	5	.....	6	3	2	5	5	.....	2	41
Italy.....	37	18	13	8	12	9	18	33	26	31	.....	6	211
Mexico.....	.....	.....	.....	.....	.....	.....	.....	6	.....	.....	.....	.....	6
Malta.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	2
Norway.....	3	.....	4	.....	.....	1	6	.....	.....	.....	.....	.....	14
Peru.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	1
Portugal.....	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
Roumania.....	.....	.....	.....	.....	.....	1	.....	.....	1	.....	.....	.....	2
Russia.....	13	4	12	9	3	11	14	11	6	3	.....	.....	86
Sweden.....	.....	.....	.....	1	.....	2	.....	1	.....	1	3	.....	9
Spain.....	1	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	2
Scotland.....	1	3	1	1	1	.....	.....	3	2	3	.....	.....	15

SECTION III — (Continued)

	1913				1914								Total
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	
Syria.....	.....	1	.....	1	.....	.....	5	.....	4	1	.....	.....	12
Switzerland.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Turkey.....	2	.....	4	2	.....	6	.....	5	1	4	.....	.....	28
Trinidad.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	1
Europe (en route).....	.....	.....	.....	.....	3	.....	.....	.....	.....	.....	.....	.....	3
Total.....	80	52	72	68	47	58	88	99	62	65	5	8	704

SECTION IV  
Aliens deported by United States Immigration Service during the fiscal year ending September 30, 1914

	1913			1914								Total	
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.		Sept.
Austria.....	1	3	1	4	4	2	1	1	1	1	.....	.....	18
British West Indies.....	.....	.....	.....	1	2	2	1	2	.....	.....	.....	1	9
Cuba.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	1
Canada.....	.....	.....	1	.....	.....	.....	.....	.....	.....	1	.....	.....	2
Central America.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	1
England.....	1	.....	.....	.....	.....	1	2	.....	.....	.....	.....	.....	4
Germany.....	2	.....	.....	1	2	3	.....	.....	.....	.....	.....	.....	8
Greece.....	.....	.....	1	.....	.....	2	.....	.....	.....	.....	.....	.....	3
Italy.....	1	5	2	2	2	.....	3	.....	6	4	.....	6	31
Ireland.....	.....	.....	6	1	.....	.....	.....	1	.....	.....	.....	.....	8
India.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	1
Malta.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Norway.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	1
Russia.....	2	.....	5	4	2	2	3	.....	.....	4	.....	.....	22
Roumania.....	.....	.....	.....	1	.....	.....	.....	.....	.....	1	.....	.....	2
Scotland.....	1	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	2
Sweden.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
Servia.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	1
Turkey.....	1	1	.....	.....	.....	1	.....	1	.....	.....	.....	1	5
Trinidad.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	1
Europe (en route).....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
Total.....	10	9	16	17	13	13	11	9	6	11	.....	8	123

SECTION V

Table showing the total monthly removals from institutions in New York City during the fiscal year ending September 30, 1914.

	1913			1914									Total
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	
State and non-resident poor at State's expense.....	60	51	83	44	26	35	50	39	44	25	27	29	510
Alien, State and non-resident poor at no expense to State.....	27	24	20	18	5	9	9	15	8	4	.....	6	155
State Im-.....	80	52	72	68	47	58	83	99	62	66	5	8	704
State Im-.....	10	9	16	17	13	13	11	9	6	11	.....	8	123
Total.....	177	146	191	147	91	115	153	169	120	106	32	51	1,493

SECTION VI  
Table showing the monthly removals of aliens through New York office from other counties of New York State, and the countries to which removed, during the fiscal year ending September 30, 1914.

	1913			1914									Total
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	
Austria.....	4	.....	1	2	6	.....	2	1	6	.....	.....	.....	22
Denmark.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
England.....	.....	3	6	.....	.....	.....	1	5	4	.....	.....	.....	19
Florida.....	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3
Germany.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	1
Ireland.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Italy.....	10	2	7	16	10	5	20	12	27	5	.....	.....	114
Porto Rico.....	.....	.....	.....	1	.....	.....	.....	2	.....	.....	.....	.....	1
Russia.....	.....	1	4	.....	1	1	.....	.....	1	.....	.....	.....	10
Scotland.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
Sweden.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	1
Turkey.....	1	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	2
Total.....	20	6	18	20	17	7	23	21	39	5	.....	.....	176



SECTION VII  
Table showing the total monthly removals of poor persons through the New York office during the fiscal year ending September 30, 1914.

	1913			1914									Total
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	
From institutions in New York City...	177	146	191	147	91	115	158	159	120	105	32	51	1,492
From other counties.....	20	6	18	20	17	7	23	21	39	5	.....	.....	176
Total.....	197	152	209	167	108	122	181	180	159	110	32	51	1,668

SECTION VIII

Table showing the total monthly removals of poor persons through the New York office, during the fiscal years ending September 30, 1907 to September 30, 1914, inclusive.

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Year ending September 30, 1914.....	197	152	209	167	108	122	181	180	159	110	32	51	1,668
Year ending September 30, 1913.....	150	118	151	190	142	151	163	176	102	96	140	152	1,731
Year ending September 30, 1912.....	115	111	155	130	120	106	108	124	130	148	187	117	1,551
Year ending September 30, 1911.....	103	96	130	148	147	146	179	112	132	107	159	123	1,582
Year ending September 30, 1910.....	60	81	50	68	71	88	86	82	116	95	98	81	976
Year ending September 30, 1909.....	86	54	61	50	61	73	76	69	61	56	43	73	763
Year ending September 30, 1908.....	97	65	79	64	95	66	59	65	66	91	83	73	903
Year ending September 30, 1907.....	36	36	28	17	25	48	43	53	68	68	93	63	578

SECTION IX

Table showing the State, non-resident and alien poor cases handled or investigated at the New York office monthly, but not removed, during the fiscal year ending September 30, 1914.

	1913				1914								Total
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	
Year ending September 30, 1914.....	355	365	491	389	281	258	300	332	373	531	479	260	4,414

SECTION X

Table showing the total number of State, non-resident and alien poor cases handled or investigated at the New York office during the fiscal year ending September 30, 1914.

	1913			1914									Total
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	
Total removals.....	197	152	209	167	108	122	181	180	159	110	32	51	1,668
Other cases investigated.....	355	365	491	389	281	258	300	332	373	531	479	260	4,414
Total.....	552	517	700	556	389	380	481	512	532	641	511	311	6,082

SECTION XI

Table showing the total number of State, non-resident and alien poor cases handled or investigated in the New York office during the fiscal years ending September 30, 1907, 1908, 1909, 1910, 1911, 1912, 1913 and 1914.

	Oct.	Nov.	Dec.	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Total
Year ending September 30, 1914.....	552	517	700	556	389	380	481	512	532	641	511	311	6,082
Year ending September 30, 1913.....	529	562	760	791	737	774	815	853	635	573	357	433	7,819
Year ending September 30, 1912.....	607	569	737	703	585	651	595	509	582	498	540	425	7,001
Year ending September 30, 1911.....	300	305	368	390	511	533	687	722	584	617	584	561	6,142
Year ending September 30, 1910.....	215	251	257	292	362	462	437	405	403	300	312	218	3,914
Year ending September 30, 1909.....	271	205	210	185	216	233	327	288	203	258	269	287	2,952
Year ending September 30, 1908.....	262	259	331	325	343	317	258	266	220	269	257	216	3,323
Year ending September 30, 1907.....	59	65	58	40	63	122	175	211	219	278	267	215	1,772

PART II

ANALYTICAL REPORT OF 1622 CASES REMOVED

Number of cases considered.....	1,622
Number of males .....	1,072
Number of females .....	550
Total . . . . .	1,622

Ages are classified as follows:

Under two years .....	135
Two to fifteen, inclusive .....	266
Sixteen to twenty-five .....	454
Twenty-six to thirty-five.....	359
Thirty-six to forty-five .....	204
Forty-six to fifty-five .....	105
Fifty-six to seventy .....	72
Over seventy . . . . .	12
Age not given.....	15
Total . . . . .	1,622

Cases disposed of as follows:

Removed at State expense.....	1,214
Removed at no State expense.....	155
Removed by United States Immigration Service.	123
	1,492
State cases discharged .....	130
Total . . . . .	1,622

NATIVITY OF CASES CONSIDERED

Austria . . . . .	154	Mexico . . . . .	7
Armenia . . . . .	4	Norway . . . . .	11
Australia . . . . .	1	Porto Rico . . . . .	22
Belgium . . . . .	1	Portugal . . . . .	2
British West Indies . . .	1	Panama . . . . .	2
Bulgaria . . . . .		Russia . . . . .	137
Canada . . . . .	11	Roumania . . . . .	5
Central America . . .	1	Spain . . . . .	5
Cuba . . . . .	4	Scotland . . . . .	20
Denmark . . . . .	8	Sweden . . . . .	15
England . . . . .	73	Syria . . . . .	16
Finland . . . . .	6	Switzerland . . . . .	2
France . . . . .	8	South America . . . . .	4
Germany . . . . .	77	Turkey . . . . .	39
Greece . . . . .	20	United States . . . . .	591
Holland . . . . .	5	Wales . . . . .	1
Italy . . . . .	241	West Indies . . . . .	33
Ireland . . . . .	80	Other countries . . . . .	6
India . . . . .	7		
Malta . . . . .	2	Total . . . . .	1,622

CAUSES .

A. Social:			
Infancy . . . . .			334
B. Economic:			
No means of support . . . . .			419
C. Industrial and other accidents:			
Fractures and wounds . . . . .			37
Amputations . . . . .			3
Unclassified . . . . .			40
D. Sickness:			
1. Infectious Diseases			
Diphtheria . . . . .	1	Typhoid fever . . . . .	3
Erysipelas . . . . .	5	Tuberculosis . . . . .	172
Influenza . . . . .	5	Whooping cough . . . . .	1
Measles . . . . .	1		

*2. Parasitic Diseases*

Malaria . . . . .	13
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*3. Constitutional Diseases*

Anaemia . . . . .	8	Goitre . . . . .	1
Diabetes . . . . .	1	Senility . . . . .	3

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*4. Diseases of the Nervous System*

Cerebral hemorrhage . .	1	Neurasthenia . . . . .	9
Chorea . . . . .	1	Tabes dorsalis . . . . .	3
Hemiplegia . . . . .	8	Paralysis . . . . .	12
Hysteria . . . . .	1	Demented . . . . .	3

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*Cardio Vascular Diseases*

Cardiac . . . . .	32
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*Diseases of Respiratory System*

Asthma . . . . .	6	Pneumonia . . . . .	6
Bronchitis . . . . .	16	Tonsilitis . . . . .	3
Pleurisy . . . . .	4	Pneumothrox . . . . .	2

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*Diseases of Muscles, Bones and Joints*

Rheumatism . . . . .	57	Flat feet . . . . .	2
Cellulitis . . . . .	2	Hip disease . . . . .	3

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*Diseases of Alimentary Tract*

Carcinoma . . . . .	3	Gastritis . . . . .	15
Cirrhosis of liver . . . .	3	Appendicitis . . . . .	5
Colitis . . . . .	1	Hernia . . . . .	14

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*Genito Urinary and Venereal Diseases*

Venereal . . . . .	147	Nephritis . . . . .	10
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*Defectives*

Epileptics . . . . .	12	Low grade mentally . . .	11
Feeble-minded . . . . .	4	Deaf mute . . . . .	2
Blind . . . . .	8		

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*Gynecological*

Pregnancy . . . . .	73	Other conditions . . . . .	2
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*Miscellaneous*

Alcoholism . . . . .	18	Hemorrhoids . . . . .	3
Skin . . . . .	12	Suicide . . . . .	1
Coma . . . . .	1	Ulcers . . . . .	11
Eye, ear and throat . . .	12	Drug habits . . . . .	4
Sclerosis . . . . .	9	Abscess . . . . .	2
Vertigo . . . . .	1	Empyema . . . . .	1
Cripples . . . . .	9	Lead poison . . . . .	1
Adenitis . . . . .	1	Tumor . . . . .	1
Dropsy . . . . .	5	Defective speech . . . . .	2

## PART III

## ANALYTICAL REPORT OF CASES DISCHARGED

Total number of cases considered . . . . .	4,284
Number of males . . . . .	2,840
Number of females . . . . .	1,444
Total . . . . .	4,284

Ages are classified as follows:

Under two years . . . . .	130
Two to fifteen, inclusive . . . . .	289
Sixteen to twenty-five . . . . .	1,684
Twenty-six to thirty-five . . . . .	1,137
Thirty-six to forty-five . . . . .	564
Forty-six to fifty-five . . . . .	239
Fifty-six to seventy . . . . .	141
Over seventy . . . . .	19
Age not given . . . . .	81
Total . . . . .	4,284

Cases disposed of as follows:

Total discharged .....	4,144
Total absconded .....	30
Total died .....	110
Total .....	4,284

NATIVITY OF CASES CONSIDERED

Austria .....	561	Ireland .....	346
Australia .....	1	Japan .....	1
Armenia .....	18	Mexico .....	5
Arabia .....	1	Madeira Islands .....	1
Algeria .....	2	Martinique .....	1
Asia Minor .....	1	Montenegro .....	2
British West Indies ...	89	Norway .....	36
Belgium .....	9	New Zealand .....	1
Bohemia .....	6	North East Africa....	1
Bulgaria .....	1	Panama .....	2
Bermuda .....	2	Persia .....	3
British Guiana....	3	Portugal .....	5
Canada .....	34	Porto Rico .....	20
China .....	2	Roumania .....	25
Cuba .....	9	Russia .....	745
Denmark .....	13	Scotland .....	34
Danish West Indies...	5	Switzerland .....	15
England .....	122	Sweden .....	38
Egypt .....	7	Spain .....	26
East Indies .....	2	Syria .....	23
France .....	35	South America .....	19
French West Indies ..	3	South Africa .....	2
Finland .....	29	San Domingo .....	1
Germany .....	205	Siam .....	1
Greece .....	74	Trinidad .....	3
Guiana .....	1	Turkey .....	71
Holland .....	4	United States .....	644
Hayti .....	3	West Indies .....	21
Hawaii .....	2	Other countries .....	79
India .....	15		
Italy .....	854		4,284



CAUSES

A. Social:

Infancy . . . . . 243

B. Economic:

No means of support . . . . . 590

C. Industrial and other accidents:

Fractures and wounds . . . . . 221

D. Sickness:

*Infectious Diseases*

Influenza . . . . .	22	Tuberculosis . . . . .	560
Typhoid . . . . .	41	Eczema . . . . .	4

*Parasitic Diseases*

Malaria . . . . . 14

*Constitutional Diseases*

Anaemia . . . . .	8	Goitre . . . . .	5
Diabetes . . . . .	6	Senility . . . . .	5

*Diseases of the Nervous System*

Neurasthenia . . . . .	30	Paralysis . . . . .	27
Tabes dorsalis . . . . .	5		

*Cardio Vascular Diseases*

Cardiac . . . . .	64	Endocarditis . . . . .	9
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*Diseases of Respiratory System*

Asthma . . . . .	11	Pneumonia . . . . .	56
Bronchitis . . . . .	30	Tonsilitis . . . . .	4
Pleurisy . . . . .	30	Sore throat . . . . .	32
Empyema . . . . .	4		

*Diseases of Muscles, Bones and Joints*

Rheumatism . . . . .	216	Lumbago . . . . .	1
Disease of bones . . . . .	8	Spinal trouble . . . . .	1
Deformed . . . . .	3		

*Diseases of Alimentary Tract*

Carcinoma . . . . .	6	Hernia . . . . .	69
Cirrhosis of liver . . . . .	1	Stomach trouble . . . . .	65
Appendicitis . . . . .	96		

*Genito Urinary and Venereal Diseases*

Venereal . . . . .	484	Nephritis . . . . .	40
Phimosi s . . . . .	2		

*Defectives*

Epileptics . . . . .	15	Deaf mute . . . . .	4
Feeble-minded . . . . .	31	Imbecility . . . . .	2

*Gynecological*

Pregnancy . . . . .	283	Endometritis . . . . .	4
Abortion . . . . .	15	Other conditions . . . . .	7
Uterine . . . . .	12		

*Diseases of Skin*

Scabies . . . . .	12	Psoriasis . . . . .	6
Varicose vein . . . . .	10	Other conditions . . . . .	65

*Unclassified*

Unclassified . . . . .	425
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*Miscellaneous*

Infection . . . . .	24	Headaches . . . . .	7
Abscess . . . . .	64	Leprosy . . . . .	1
Dropsy . . . . .	7	Sclerosis . . . . .	7
Drugs . . . . .	13	Varicocele . . . . .	2
Gallstones . . . . .	4	Ulcers . . . . .	43
Jaundice . . . . .	5	Alcoholism . . . . .	38
Suicide . . . . .	3	Blood poison . . . . .	18
Stricture . . . . .	1	Eye and ear . . . . .	47
Tumor . . . . .	10	Hemorrhoids . . . . .	21
Adenitis . . . . .	8	Mastoiditis . . . . .	22
Bladder . . . . .	13	Post Operative . . . . .	16
Fistula . . . . .	6		

## SUMMARY OF PART II AND III

## CASES REMOVED

Removed at State expense.....	1,214
Removed at no State expense.....	155
Removed by United States Immigration Service.....	123
	<hr/>
	1,492
State cases discharged .....	130
	<hr/>
Total under consideration.....	1,622
	<hr/> <hr/>

## CASES DISCHARGED

Total discharged .....	4,144
Total absconded .....	30
Total died .....	110
	<hr/>
Total under consideration.....	4,284
	<hr/>
Total cases under consideration, New York office.....	5,906
Cases removed through New York office from other counties . . . . .	176
	<hr/>
Grand total .....	6,082
	<hr/> <hr/>

Respectfully submitted,

SEWARD WIKOFF,

*Inspector in Charge.**October 14, 1914.*



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**REPORT UPON THE STANDARDIZATION OF ELEVEN  
MENTAL TESTS**

**MADE BY THE**

**BUREAU OF ANALYSIS AND INVESTIGATION**

**AS**

**BULLETIN No. V**

**OF THE**

**EUGENICS AND SOCIAL WELFARE SERIES**

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## FOREWORD

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The work reported in this bulletin has been in progress for two years, under the immediate guidance of Dr. Gertrude E. Hall, director in charge of the Bureau of Analysis and Investigation. Four investigators gathered the material and it was then reduced to statistical form by Investigator Marion Collins who is responsible for the tables and for most of the text. The conclusions are found on pages 474-5.

ROBERT W. HILL,  
*Superintendent of State and Alien Poor.*

The Capitol, Albany, N. Y., June 1, 1915.





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## ABBREVIATIONS

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Albany — Albany Orphan Asylum, Albany, N. Y.

Hudson — New York State Training School for Girls, Hudson, N. Y.

Newark — State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.

Rome — Rome State Custodial Asylum, Rome, N. Y.

St. Vincent's — St. Vincent's Male Orphan Asylum, Albany, N. Y.

Troy — Troy Orphan Asylum, Troy, N. Y.

Mental age is given in Roman numerals, e. g. IX = nine years mentally. Physical age, used interchangeably with chronological age, is given in Arabic numerals, e. g. 9 = nine years physically.

Time is given in minutes (') and seconds (").

References to the bibliography are by number, e. g. (7).

## INTRODUCTION

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The connection of the Bureau of Analysis and Investigation with the problems of psychology is established in the rules adopted in 1911 by the State Board of Charities for the guidance of the Bureau in its work. Three of the ten purposes of the Bureau are here quoted:

“ To inform and aid the local officers in the execution of their duties connected with those whose dependency is due to defectiveness.

“ To get light on the causes of defectiveness.

“ To provide an accurate estimate, census, and permanent record of defectiveness in the State of New York, in order to inform officials and the public as to the need of further legislation and of further institutional provision for these classes.”

These purposes are to be pursued so far as practicable by the following methods (two out of six sections quoted):

“ By carrying on field work through special investigators studying the conditions of defectives already in institutions and of applicants for admission.

“ By carrying on the necessary special psychological studies into the mental condition of defectives in institutions and schools.”

In short the determination of the nature and causes of mental defectiveness requires of the Bureau at every step the application of the principles of psychology and since the method of their application is as yet only partially developed, it devolves upon the Bureau partly to develop its own criteria and thus aid in the standardization of the tests which are applicable to its work.

A few psychologists claim that psychology is so undeveloped that its use for diagnosis of mental traits or for other practical purposes is unsafe. On the other hand Münsterberg says (7, p. vii):

“The time seems ripe for bringing the psychological work into full contact with the practical efforts of civilization. The application of psychological studies to education and law, to industry and commerce, to health and hygiene, to art and science, deserves its place in the psychological curriculum. . . . The processes which result from the social contact have traditionally been neglected, because individual psychology had to reach a certain completeness before the scientific interest could turn to social consciousness. But our day, which has seen the ripening of applied psychology, has brought us also to the rapid growth of social psychology, and its outlines ought to be drawn in any map of the psychological world.”

A good beginning in the practical application of psychology has been made by investigators in Europe and America, but for diagnostic purposes probably the most useful contribution is the Binet-Simon Measuring Scale for Intelligence, which has been heralded as the dawn of a new era. Its enthusiastic reception has, however, been accompanied by criticism and this has led to the conclusion that the tests above ten years are less successful than those for the lower years, and that alternate questions are needed to parallel the whole series. The Binet-Simon tests used in the present study were a slightly modified 1908 form at first, and later the 1911 American revision. It is believed that the final grading from the two blanks is approximately the same, except that the greater number of questions above XI in the latter permits higher scoring. Discussion of the value of the Binet-Simon tests is deferred until a larger body of data shall have been gathered.

In the choice of other tests the Bureau was influenced by its own peculiar needs: (1) Its work is state-wide and not confined to a permanent laboratory, hence its apparatus must be simple and portable; (2) the State Board of Charities deals partly with deaf-mutes, the blind and foreign-speaking people, therefore some of the tests must be independent of the use of language and of vision. The tests selected were:

Test	Author or designer	Bibliographical references
Form-board.....	Seguin.....	Goddard (2) Sylvester (10) Wallin (11) Whipple (13)
Construction test A.....	Healy and Freeman.....	Healy and Fernald (5) Knox (6)
Construction test B.....	Fernald and Healy.....	Healy and Fernald (5) Knox (6)
Drinking cup.....	Bureau of Analysis and Investigation	
Motor coördination.....	Healy and Whipple.....	Healy and Fernald (5)
Cancellation.....	Woodworth and Wells...	Fernald (1) Whipple (12) Woodworth and Wells (14)
Recognition memory.....	Fernald.....	Fernald (1)
Aussage*.....	Binet.....	Healy and Fernald (5) Whipple (12)
Pictorial completion.....	Healy.....	Healy (4)
Telling time.....	Bureau of Analysis and Investigation	
Antonyms†.....	Thorndike.....	Healy and Fernald (5)

\* A German word meaning *statement*.

† Words directly opposed to others in meaning.

*Material.*—The materials used were uniform, and were purchased from the supply houses which prepare psychological material, in so far as they could be so purchased. A full description is given under each test.

SCHEDULE A

PHYSICAL AGE DISTRIBUTION OF PERSONS TESTED

PHYSICAL AGE	NUMBER TESTED							Total
	Newark	Rome	Troy	Albany	Hudson	St. Vincent's	Public school	
5.....	.....	.....	3	.....	.....	1	.....	4
6.....	.....	1	22	11	.....	17	.....	51
7.....	.....	.....	23	10	.....	19	30	82
8.....	.....	.....	24	14	.....	22	30	90
9.....	.....	1	22	19	.....	29	30	101
10.....	.....	3	24	24	.....	34	30	115
11.....	.....	1	29	18	.....	32	30	110
12.....	.....	.....	23	14	1	40	30	108
13.....	.....	4	20	15	7	38	.....	84
14.....	.....	7	11	4	12	42	.....	76
15.....	.....	8	5	4	26	25	.....	68
16.....	1	16	2	1	40	6	.....	66
17.....	4	11	2	.....	49	.....	.....	66
18.....	4	12	.....	.....	35	.....	.....	51
19.....	11	13	.....	.....	23	.....	.....	47
20.....	15	9	.....	.....	15	.....	.....	39
21.....	9	7	.....	.....	.....	.....	.....	16
22.....	10	11	.....	.....	.....	.....	.....	21
23.....	9	5	.....	.....	.....	.....	.....	14
24.....	6	8	.....	.....	.....	.....	.....	14
25.....	10	7	.....	.....	.....	.....	.....	17
26.....	8	5	.....	.....	.....	.....	.....	13
27.....	22	3	.....	.....	.....	.....	.....	25
28.....	3	6	.....	.....	.....	.....	.....	9
29.....	8	4	.....	.....	.....	.....	.....	12
30.....	11	3	.....	.....	.....	.....	.....	14
31.....	4	4	.....	.....	.....	.....	.....	8
32.....	11	1	.....	.....	.....	.....	.....	12
33.....	5	1	.....	.....	.....	.....	.....	6
34.....	3	.....	.....	.....	.....	.....	.....	3
35.....	3	3	.....	.....	.....	.....	.....	6
36.....	2	2	.....	.....	.....	.....	.....	4
37.....	3	.....	.....	.....	.....	.....	.....	3
39.....	2	.....	.....	.....	.....	.....	.....	2
40.....	1	.....	.....	.....	.....	.....	.....	1
41.....	.....	1	.....	.....	.....	.....	.....	1
44.....	.....	1	.....	.....	.....	.....	.....	1
46.....	.....	2	.....	.....	.....	.....	.....	2
47.....	1	2	.....	.....	.....	.....	.....	3
Total.....	166	162	210	134	208	305	190	1,365

*The Subjects.*—Thirteen hundred and sixty-five persons were tested, ranging in age from five to forty-seven years, as shown in Schedule A. The data were gathered from six institutions and from one selected group of public school children in the following order:

1. STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN,  
NEWARK, N. Y.

Here the details of the method were worked out, the 1908 form of the Binet-Simon test being used and all the other tests except motor coördination and telling time. From a population of about 790, 166 of the brighter and for the most part younger inmates

were tested. As all the subjects had previously been diagnosed as feeble-minded, the purpose of the work was to study the efficacy of the tests and the reactions of mental defectives to them.

## 2. ROME STATE CUSTODIAL ASYLUM, ROME, N. Y.

The cases were selected to form a group of males comparable to the females at Newark. The age distribution shows a wider range than at Newark (Schedule A), with more than half of the cases under 20. The same tests as at Newark were used with the exception of the pictorial completion test.

## 3. PUBLIC SCHOOL, ALBANY, N. Y.

This school draws from one of the best residential sections in the city although on the outskirts of its territory are several poorer streets and a "hollow". Thirty children of each age from 7 through 12 were tested with the complete list except motor coördination and telling time; the children selected were those who were considered normal in their school work, and had been promoted at the beginning of the school year; and classification was made by physical and not mental age. As a control experiment this did not fulfill expectations as in almost every test the 9 year old children show a better average than those 10 years old, and the 12 year old children are no better than those of 11 years.

## 4. TROY ORPHAN ASYLUM, TROY, N. Y.

In this modern, well-conducted institution on the congregate plan, all the children over 5 were tested, also 3 who were 5 years old, a total of 210 children. They were given the 1908 Binet-Simon tests, and all the others except construction test A. The purpose was double, (a) a further study of the tests, (b) a study of orphan asylum children.

## 5. ALBANY ORPHAN ASYLUM, ALBANY, N. Y.

This orphan asylum is built on the cottage plan, and the life of the children approaches that of the normal home. All the children 6 years of age or over were tested, 134 in all. The same tests were used as at Troy, except that very early in the work the 1911 American revision of the Binet-Simon tests was put in

use. The object of the work was dual, as in Troy, to test the tests and to study the children.

#### 6. NEW YORK STATE TRAINING SCHOOL FOR GIRLS, HUDSON, N. Y.

This school receives upon court commitment girls not over 16 years of age. Here the data on the tests were secondary, as the work was primarily for the mental diagnosis of girls who failed to profit as they ought by the training of the school. In all 208 girls, ranging in age from 12 to 20 years were tested, at three different times, during which both forms of the Binet-Simon scale and all the other tests were used.

#### 7. ST. VINCENT'S MALE ORPHAN ASYLUM, ALBANY, N. Y.

In this congregate institution for boys there is a tendency to keep the boys longer than in the other two orphan asylums, as shown in Schedule A. As the testing was done at two different times 305 children were included, a few more than were actually there at one time. The full series of tests was used with the 1911 form of the measuring scale.

*The Examiners.*—Four investigators of the Bureau of Analysis and Investigation gave the tests; all worked under the same directions and conscientious effort was made to have the work uniform. The assignments of work and the number of cases contributed by each are shown in Schedule B. It will be noted that in four of the groups two or more investigators are responsible for the results, while three institutions were done, each by a different investigator.

### SCHEDULE B

#### SHOWING THE DISTRIBUTION OF WORK AMONG THE INVESTIGATORS

INVESTIGATOR	Newark	Rome	Public school	Troy	Albany	Hudson	St. Vin- cent's	Total
Bingham.....	36	162	74	.....	.....	18	.....	290
Collins.....	130	.....	106	199	.....	77	.....	512
Conway.....	.....	.....	.....	11	134	.....	.....	145
Herrick.....	.....	.....	.....	.....	.....	113	305	418
Total.....	166	162	180	210	134	208	305	1,365



The work in each institution and school was conducted in a quiet, pleasant room, free from interruptions, a table and two chairs being the only essential furniture. The score sheet, shown in Schedule C, was set up on the multigraph with generous spacing for the records and revised to meet any variation in the requirements. The antonyms were printed on the Binet-Simon blanks.

SCHEDULE C

STATE BOARD OF CHARITIES

DEPARTMENT OF STATE AND ALIEN POOR — BUREAU OF ANALYSIS AND INVESTIGATION

NAME		WHERE EXAMINED		
DATE	PHYSICAL AGE	MENTAL AGE	SCHOOL GRADE	
FORM-BOARD				
1st Time	2nd	3rd		
CONSTRUCTION TEST A	Time	Moves		
CONSTRUCTION TEST B	Time	Moves		
DRINKING CUP	Time	Moves		
MOTOR COÖRDINATION	1st Squares	Errors	Efficiency	
	2nd Squares	Errors	Efficiency	
CANCELLATION	Time	Errors		
RECOGNITION MEMORY	Chosen	Correct	Errors	
AUSSAGE				
Response — Enumerative		Descriptive	Interpretative	
Details — No. correct from free recital				
No. correct from questioning				
No. erroneous				
No. imagined				
Suggestibility	Not suggestible	Somewhat suggestible	Very suggestible	
PICTORIAL COMPLETION	Errors	Reasonable	Not reasonable	
TELLING TIME	1	2	3	4

*The Function of Mental Tests.*—At best mental tests are merely instruments for the analysis of mental capacity, and consequently the reaction to a test is always more significant than the mere fact of success or failure. For example the statement that Mary Smith succeeded in making the drinking cup shows that she was able to follow the five directions, but if a note follows: “She failed to make the drinking cup on the first trial because of poor attention to directions, but was resourceful enough to detect and correct her mistake by observing the finished product on the table,” it

indicates the quality of her power of attention and her ability to perceive an error and correct it. The analysis of the reaction requires both skill and experience on the part of the examiner. Any person with an ordinary amount of intelligence and sufficient tact to persuade the subject to coöperate can apply the tests according to printed directions, and record the fact of success or failure; but this is not sufficient, for practically the whole value of the work is lost unless the investigator has keen powers of observation, an analytical mind, a background of experience, and the human sympathy and constructive imagination to interpret correctly the thought and emotional life of the subject.

Laboratory examination is not the only way of testing persons to decide whether or not they are feeble-minded, but it is the quickest way and when it is further developed should be by far the most precise. It requires no special effort after prolonged contact, for those familiar with the traits of feeble-mindedness to tell whether or not a person is mentally deficient, but when a person is before a committing officer, or in many other exigencies, it may be desirable to know immediately his mental ability, and to attain this knowledge quickly and accurately requires the use of standardized tests and laboratory methods. A laboratory experiment succeeds if it enables the investigator to determine within a practical length of time the mental development and general character of a person, which under ordinary circumstances could be interpreted accurately only after prolonged acquaintance.

*Treatment.*—A chapter is devoted to each of the eleven tests, in which the material is described, the method of presentation given, typical reactions cited and the method of scoring illustrated. The tabulation of data varies somewhat from chapter to chapter, for the effort was always made to present only those tables which throw light on the test. So large a number of the persons tested were backward or feeble-minded, that the tabulation of the data by physical ages alone would be misleading; hence the classification by mental ages was used. The change from the 1908 to the 1911 form of the Binet test is unfortunate as regards absolute precision, but probably this was more than compensated in the accuracy of the results, by the opportunity afforded the older

children who were tested last, especially the St. Vincent's Male Orphan Asylum cases, to attain, if they were able, a mental age more nearly approximating their physical age. The results of each institutional group are given, and where these correspond for given mental or physical ages, it is considered an evidence of the reliability of the test. The Newark, Rome and Troy averages by mental ages are based on the 1908 Binet-Simon tests, the Albany and St. Vincent's on the 1911 form, and the Hudson averages on both. In those tests, notably motor coördination, in which the results appear to depend more upon physical than on mental development, the data are arrayed on a physical basis. Each chapter closes with a judgment as to the value of the test.

Schedule D shows the subjects classified according to their mental ages. As the school children were not given the Binet-Simon tests they are omitted from this schedule. A summary of the tests concludes the introduction.

### SCHEDULE D

#### MENTAL AGE DISTRIBUTION OF PERSONS TESTED

MENTAL AGE	Newark	Rome	Troy	Albany	Hudson	St. Vincent's	Total
IV.....	6	4	1	.....	.....	1	12
V.....	5	8	12	4	.....	8	37
VI.....	11	10	15	7	.....	20	63
VII.....	17	33	26	18	2	51	147
VIII.....	40	39	24	23	11	45	182
IX.....	44	44	46	26	31	61	252
X.....	26	11	41	23	52	40	193
XI.....	14	8	29	17	56	35	159
XII.....	3	5	7	13	31	10	69
XII+.....	.....	.....	9	3	12	33	57
XV.....	.....	.....	.....	.....	13	1	14
Total.....	166	162	210	134	208	305	*1,185

\* 180 school children were not given the Binet-Simon tests and hence are not included in this schedule.

SUMMARY OF THE TESTS

---

## 1. THE FORM-BOARD:

Imbeciles are noticeably slower than young children of corresponding mental age.

As a special age test it indicates a IX year mentality when done in 18 seconds.

## 2. CONSTRUCTION TEST A:

Normal 9 year old children should succeed with it.

## 3. CONSTRUCTION TEST B:

Success may be expected from normal 11 year old children or from an XI year mentality.

## 5. DRINKING CUP:

Normal 10 year old children should succeed with it. A few children know how to fold it.

## 5. MOTOR COORDINATION:

Success depends upon physical as well as mental development.

At 12 years the normal child should make a record of 60 squares.

At 17 years one should tap 80 squares with not more than 2 errors.

## 6. CANCELLATION:

A child of 11 years should do the test in 2 minutes with not more than 1 error.

At 13 years the time should be lowered to 1½ minutes.

## 7. RECOGNITION MEMORY:

The test in the form used by the Bureau is too hard.

## 8. AUSSAGE:

Young children confine themselves to enumeration, older children give description and children over 12, interpretation.

For children over 9 years of age it is useful for gauging suggestibility.

Feeble-minded children are more suggestible than normal children of corresponding mental age.

9. PICTORIAL COMPLETION:

Normal children succeed better than defective children of the same mental age.

In general mental defectives do not succeed with it.

10. TELLING TIME:

Persons of XI year mentality know how to tell time, independently of special teaching.

11. ANTONYMS:

By the substitution of three easier words for the three hardest ones this should be distinctly a 12 year old test.

It calls for abstract thought which usually indicates mature mental development.

## 1. THE FORM-BOARD

*Description of Test and Material.*—The form-board used is of the standard type, a board  $13\frac{1}{2}$  by  $18\frac{1}{2}$  inches, recessed to hold 10 blocks of different geometrical design,  $\frac{7}{8}$  of an inch in thickness, which project  $\frac{3}{8}$  of an inch above the surface of the board (Figure 1). In referring to the board the system of numbering the blocks and their corresponding recesses beginning with the cross as number 1 has been used. A stop-watch is used for timing the reactions.

*Method of Presentation.*—According to Whipple, (13, p. 297) the correct method is to place the board, with the cross in the upper left-hand corner, on the table in front of the subject; and the blocks on the table at the right of the board in the following order:

	(2) triangle,	(4) circle,	(10) square,
(Board)	(7) lozenge,	(9) oval,	(6) hexagon,
	(5) oblong,	(8) star,	(3) half-circle, (1) cross.

The blocks are to be replaced in the order: 5, 8, 3, 1, 7, 9, 6, 2, 4, 10, using only one hand. Wallin (11, p. 74) placed the board in the same position but threw the blocks into a heap on the table at the top of the board. He told his subjects to use only one hand. After extended investigation Sylvester (10, p. 12) concluded that the blocks should lie in three piles at the top of the board with no block in the pile nearest its recess, the lozenge and the hexagon in different layers, and the star not at the top of any pile. The method used by the Bureau follows Goddard (2) and differs from those above in that the blocks are scattered at the right of the board within easy reach. The subject, standing at the front of the board, is told that there is a place for each block and that he is to put them in as quickly as he can; after trying one or two to learn the method he begins the first trial. He is then encouraged to believe that he can do it faster and is given two more trials. The time is recorded in each trial.

*Typical Reactions.*—In this test there is a difference between the performance of the normal and the feeble-minded child.

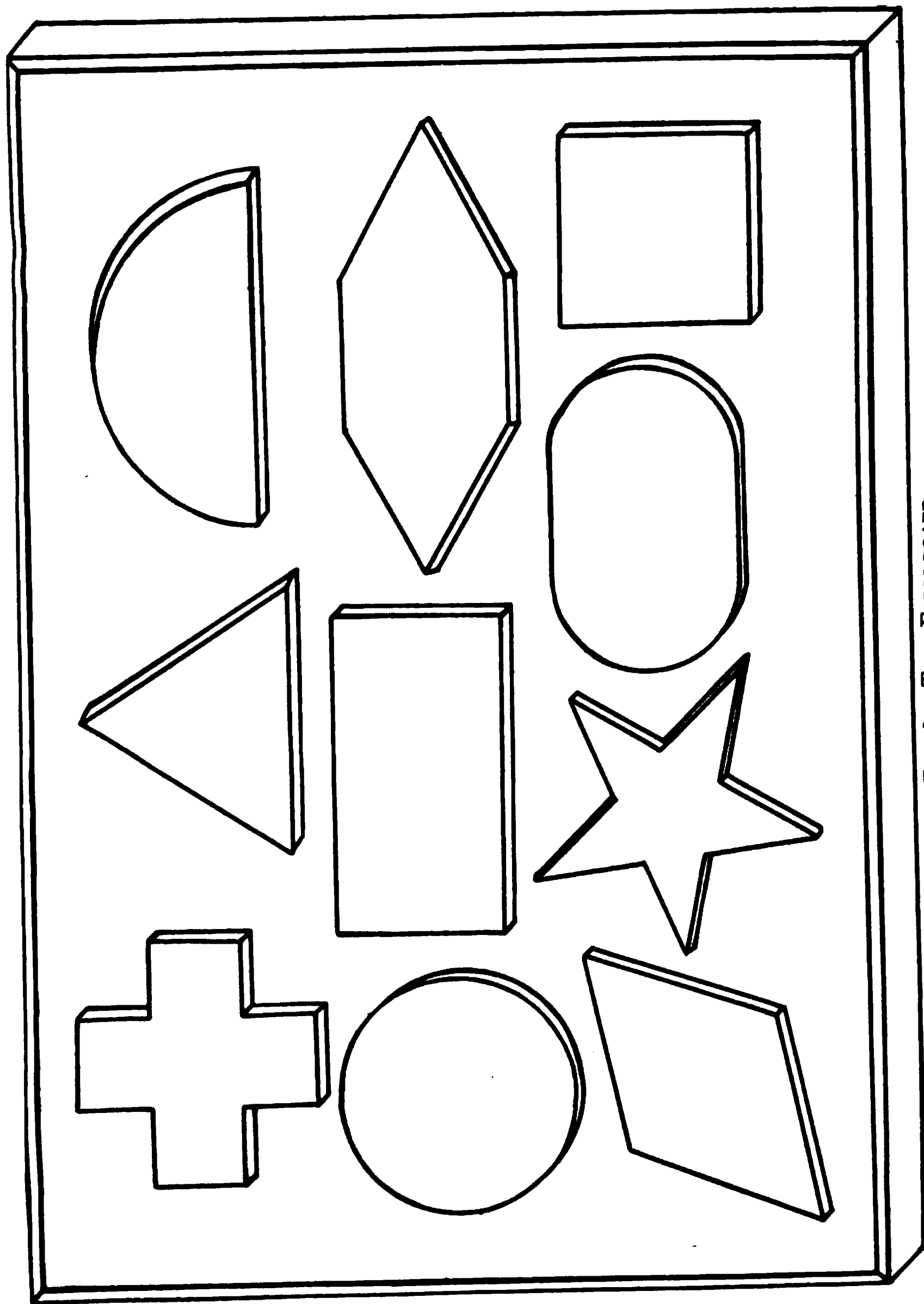


FIG. 1. THE FORM-BOARD





Bright young children work slowly and carefully, while defectives of the same mental age often manifest confusion and lack of reasoning, a quality which Sylvester grades as lack of "poise." A not unusual reaction is the attempt to crowd blocks by main force into impossible spaces; and the confusion of the star and the cross, due probably to a vague consciousness that both shapes are unusual, with a lack of differentiation between the two. The unusualness of the shape as well as a possible appeal to the aesthetic sense may account for the interest that these blocks excite, for either one or the other is almost invariably chosen by the defective for the first trial. It sometimes happens that the feeble-minded subject tries to place a form in its proper recess, but because of faulty manipulation the block is placed only with painful labor and after a long struggle. With morons as with normal persons the reactions indicate personal characteristics, from those who place the blocks without noise, confusion or false moves, to those who unthinkingly try the same block in many recesses before the correct one is found.

*Method of scoring.*—In scoring credit is given for the best time in three trials. In addition to the time, the number of false moves and the method of work are recorded. In two of the institutions the graphic method of recording used by Goddard, Whipple and Sylvester was employed. In this each block is numbered according to its position on the board. If the subject picks up number 2 and places it in the space for 2 the first line of the score sheet reads, "2-2." If, however, he attempts to put number 2 into the hole that belongs to number 8, then tries it in 3 and finally places it in 2, the record reads, "2-8-3-2." In this way all the blocks are recorded. A line that begins and ends with the same numeral denotes that the block has finally been placed correctly. If a block is tried in its proper hole but not fitted in, the move is recorded by 0, and if a block is removed after it has been placed the move is shown by a line drawn through the numeral. A low grade case might have a record for one block like "8-1-2-0-7-~~8~~-1-8," which signifies that after trying the star in the space for the cross, then in the one for the triangle, he tried it in its own space, but failing to get it in, tried it in the lozenge hole, then finally fitted it into the star space,

but afterward took it out, tried it again in the cross, put it back into its own space and left it there. The advantage of this method of scoring is that it furnishes a complete picture of the work done by the subject. If the examiner has in mind the number that is associated with each form and is accustomed to the use of the stop watch, both the time and the number of moves may be recorded without great difficulty.

*Tabulation.*— After an extended study Sylvester found that the average of the best time in three trials gave the smoothest curve and was therefore probably the best, but that for the picture of the individual child, his time and method of work for the first trial — without instructions — should be noted, and then, after any necessary instruction had been given, the shorter time of the next two performances recorded. This last method is practically the same as the first, since it is seldom that the first trial is better than either of the others. He also found that there is little improvement in the fourth or fifth trials, hence these may be disregarded.

The work of others is compared with the norms obtained by the Bureau. In Table 1 the average time of the normal children of Goddard, Sylvester and the Bureau are placed in juxtaposition, while in Table 2 is given the average time of the groups by Goddard, Wallin and the Bureau classified according to mental ages.

1. TABLE SHOWING AVERAGE TIME FOR FORM-BOARD TEST AT DIFFERENT CHRONOLOGICAL AGES

AGE	GODDARD'S NORMALS		SYLVESTER'S GROUP		BUREAU'S PUBLIC SCHOOL GROUP	
	Number tested	Average time	Number tested	Average time	Number tested	Average time
		<i>Seconds</i>		<i>Seconds</i>		<i>Seconds</i>
5.....	17	29.5	80	37.6	.....	.....
6.....	26	27.5	170	26.5	.....	.....
7.....	25	24.5	173	23.3	30	24.75
8.....	28	21.8	206	20.5	30	20.54
9.....	47	19.3	214	18.7	30	17.49
10.....	49	18.2	221	16.7	30	17.10
11.....	38	17.6	172	14.9	30	15.69
12.....	20	15.9	141	13.8	30	13.99
13.....	.....	.....	80	12.6	.....	.....
14.....	.....	.....	80	11.6	.....	.....
Total.....	250	.....	1,537	.....	180	.....

2. TABLE SHOWING AVERAGE TIME FOR FORM-BOARD TEST AT DIFFERENT MENTAL AGES

MENTAL AGE	GODDARD'S				WALLIN'S GROUP		BUREAU'S GROUP	
	NORMALS		DEFECTIVES					
	Number tested	Average time	Number tested	Average time	Number tested	Average time	Number tested	Average time
		<i>Seconds</i>		<i>Seconds</i>		<i>Seconds</i>		<i>Seconds</i>
IV.....	7	33.8	53	76.12	12	110.6	11	79.90
V.....	7	30.3	52	51.25	8	84	32	53
VI.....	13	27.5	54	38.24	22	63.6	54	35.03
VII.....	47	25.4	85	26.39	32	32.5	126	24.57
VIII.....	43	20.7	87	23.80	54	25.5	164	19.99
IX.....	46	19.2	48	18.30	28	20.9	232	16.95
X.....	69	16.6	29	17.50	82	18.9	172	15.30
XI.....	25	15.9	8	16.40	27	16.1	145	14.04
XII.....	14	14.3	4	12	11	15	57	12.94
XII+.....	.....	.....	.....	.....	18	14.4	56	12.58
Total.....	371	.....	420	.....	294	.....	1,049	.....

In a footnote Sylvester (10, p. 54) states: "Formboard time records do not correlate well with Binet test results, children who are considerably retarded according to the Binet scale usually being more successful at the formboard test than are normal children of corresponding Binet age." In Table 3 the formboard records of 649 orphan asylum children are averaged in mental groups according to whether they are advanced, at age, or retarded. While the advanced children tend to take a little longer and the retarded children a little shorter time than the "at age" children for each mental age, the span of divergence is usually not greater than the difference between the "at age" average for a given group and that for the age just above and just below. In general the retarded children fall between the "at age" children of their group and those of the next older group, while the advanced children fall between the "at age" children of their group and the next younger "at age" group. The general averages for each age group fall so close to the "at age" averages for the same group, especially from VI to XII that it seems fair to assume a degree of correlation between the form-board time records and the Binet-Simon test results.

3. TABLE SHOWING AVERAGE TIME OF ADVANCED, AT AGE AND RETARDED CHILDREN AT EACH MENTAL AGE

MENTAL AGE	YEARS ADVANCED						AT AGE		YEARS RETARDED						GRAND TOTAL			
	3		2		1				1		2		3		4 OR MORE		Aver- age time	Num- ber tested
	Num- ber tested	Aver- age time	Num- ber tested	Aver- age time	Num- ber tested	Aver- age time	Num- ber tested	Aver- age time	Num- ber tested	Aver- age time	Num- ber tested	Aver- age time	Num- ber tested	Aver- age time				
IV.....	.....	Seconds	.....	Seconds	.....	Seconds	.....	Seconds	.....	Seconds	.....	Seconds	.....	Seconds	.....	Seconds	.....	Seconds
V.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
VI.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
VII.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
VIII.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
IX.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
X.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
XI.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
XII.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
XII.+.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
XV.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	4	15.5	15	18.5	52	19.2	189	17.9	164	19.2	117	18	79	16.9	29	21.6	649	18.4

This conclusion is further sustained by comparing Sylvester's averages computed according to physical ages with the Bureau's averages computed on the basis of mental ages.

4. COMPARISON OF SYLVESTER'S AVERAGES BY PHYSICAL AGES  
WITH THE BUREAU'S AVERAGES BY MENTAL AGES

SYLVESTER'S GROUP		BUREAU'S GROUP	
Physical age	Form-board time	Mental age	Form-board time
5 .....	37.6	V .....	*33.73
6 .....	26.5	VI .....	*28.65
7 .....	23.3	VII .....	24.57
8 .....	20.5	VIII .....	19.99
9 .....	18.7	IX .....	16.95
10 .....	16.7	X .....	15.30
11 .....	14.9	XI .....	14.04
12 .....	13.8	XII .....	12.94
13 .....	12.6	XII+ .....	12.58

\* The records of 33 imbeciles in Rome and Newark were omitted from the averages.

That normal children of the ages of 5 and 6 are much superior in their work to mental defectives of corresponding mental ages is demonstrated by the tables of Goddard and the averages of the Bureau. Goddard's normal children of the mental age of IV averaged 33.8'', his defective children 76.12''. The average for all the IV children of the Bureau was 79.9'', all of them being defectives. In the mental age V Goddard's normal children had an average time of 30.3'', the defectives of 51.25''. From the records of the Bureau when the groups from Rome and Newark are separated from the orphan asylum children, the time of the normal children is 33.73'', compared to 30.3'' of Goddard and 37.6'' for Sylvester's normal children; the averages of the Rome and Newark groups of the same ages are 60.98'' compared to Goddard's 51''. In VI Goddard's normals are 27.5'', the Bureau's 28.65'', Sylvester's 26.5'', while the defectives are, Goddard's 38.24'', the Bureau's 45.9''. Beyond VI there is enough similarity in the results to lead to the conclusion that this difference no longer exists.

Not only is it desirable to know the averages for each age, but the amount of variation which may be expected. The average and standard deviations are given in Table 5.

5. AVERAGE TIME, AVERAGE DEVIATION AND STANDARD DEVIATION FOR EACH MENTAL AGE

MENTAL AGE	Average time	Average deviation	Standard deviation
V.....	33.73	7.33	11.76
VI.....	28.65	5.74	10.83
VII.....	24.57	5.76	8.32
VIII.....	19.99	3.92	5.57
IX.....	16.95	3.18	4.18
X.....	15.30	2.27	3.05
XI.....	14.04	2.30	2.79
XII.....	12.94	1.85	2.61
XII+.....	12.58	1.22	1.26
XV.....	12.66	2.39	3.00

For V and VI the orphan asylum averages are used, excluding the averages from Rome and Newark. These are compared with Sylvester's in Table 4.

In Table 6 is given the range of performance based upon the standard deviations.

6. EXPECTATIONS FOR FORM-BOARD TIME AT EACH MENTAL AGE

MENTAL AGE	From	To
	<i>Seconds</i>	<i>Seconds</i>
V.....	21.97	45.49
VI.....	17.82	39.48
VII.....	16.25	32.89
VIII.....	14.42	25.56
IX.....	12.77	21.13
X.....	12.25	18.35
XI.....	11.25	16.83
XII.....	10.83	15.55
XII+.....	11.82	13.84
XV.....	9.66	15.66

If it is desired to use the form-board as a special age test, it seems properly to be a test of IX mentality when done in 18". The figures to support this view are:

1. The average time for 649 orphan asylum children was 18.4".
2. The average time of 9 year old children with IX year mentality was 18.3".
3. The average time for 9 year old public school children was 17.49".
4. Sylvester's 9 year old group averaged 18.7".
5. Goddard's IX year defectives averaged 18.3".
6. The Bureau's average for 232 subjects with IX mentality was 16.95".

*Value of the Test.*—There seems to be no disagreement among the clinical psychologists as to the value of the form-board in giving insight into the mental ability of the subject; on the other hand there seems to be little agreement as to what qualities the test measures. The reaction to the test, simple as it appears, involves form perception, coördination of hand and eye muscles and some ability to plan. It has been used to study method of approach and improvement by practice. Sylvester points out that a quality which he chooses to call "poise" is demonstrated. A point in favor of the test is its independence of formal educational advantages and of language. It is especially valuable in diagnostic work with young children where the Binet-Simon scale furnishes scanty means for classification; as a game with which to get acquainted with a child or a self-conscious older person it plays a valuable role.

## 2. CONSTRUCTION TEST A

*Description of Test and Material.*—Construction test A is described by Healy (5) for whom it was sketched by Prof. F. N. Freeman, and is also used by Knox (6). Five rectangular blocks of different sizes but of the same thickness, some of which are interchangeable, fit into a rectangular frame, the inside measurements of which are 3 inches by 4 inches.

*Method of Presentation.*—No directions are given further than that the pieces, which are scattered about on the table, will all go into the frame and exactly fill it.

*Typical Reactions.*—In general the reactions to construction test A fall into three classes:

1. Prompt fitting of all of the pieces into the space, the result of a definite plan.
2. Trial and error method which may or may not result in success; success may be as prompt as in the first method, if by a fortunate chance the first and second pieces fall into their correct positions.
3. Complete failure.

In many cases the subject finds, after one or two trial moves, that the largest piece will fit exactly along the end of the frame; pleased with his success he then tries the next largest piece in a parallel position. The alert individual, conscious that this move, since it leaves a small space between the edge of the frame and the block, is not in accordance with directions, rejects it. If he then places this piece correctly he is in a fair way to succeed, but if not he may make a number of random moves, he may begin all over again, or he may give up. Imbeciles are sometimes content to crowd some of the pieces into the frame on edge to get them all in, or to continue indefinitely in the repetition of purposeless moves. Even with the most aimless trial and error method, subjects sometimes persevere long enough to succeed.

The purpose of the test is to show perception of form and method of work. Although there are, of course, individuals



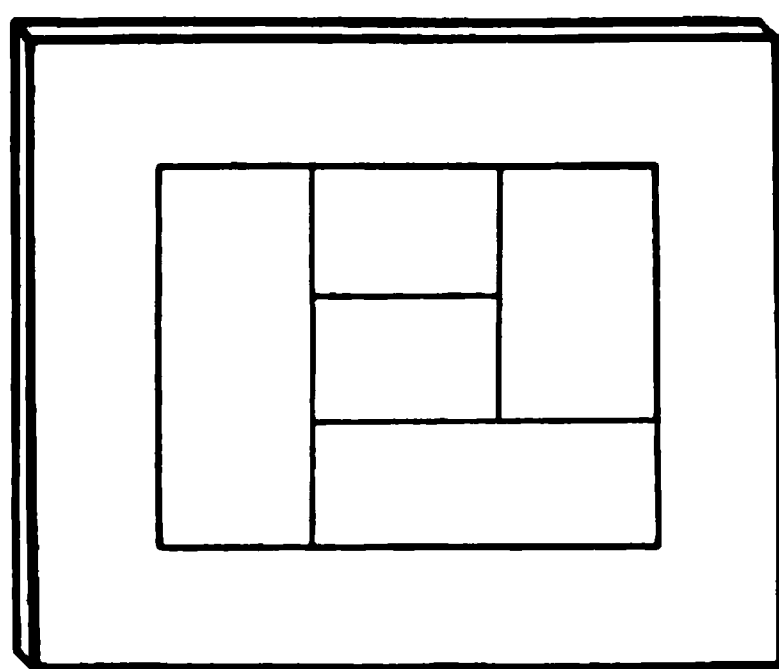
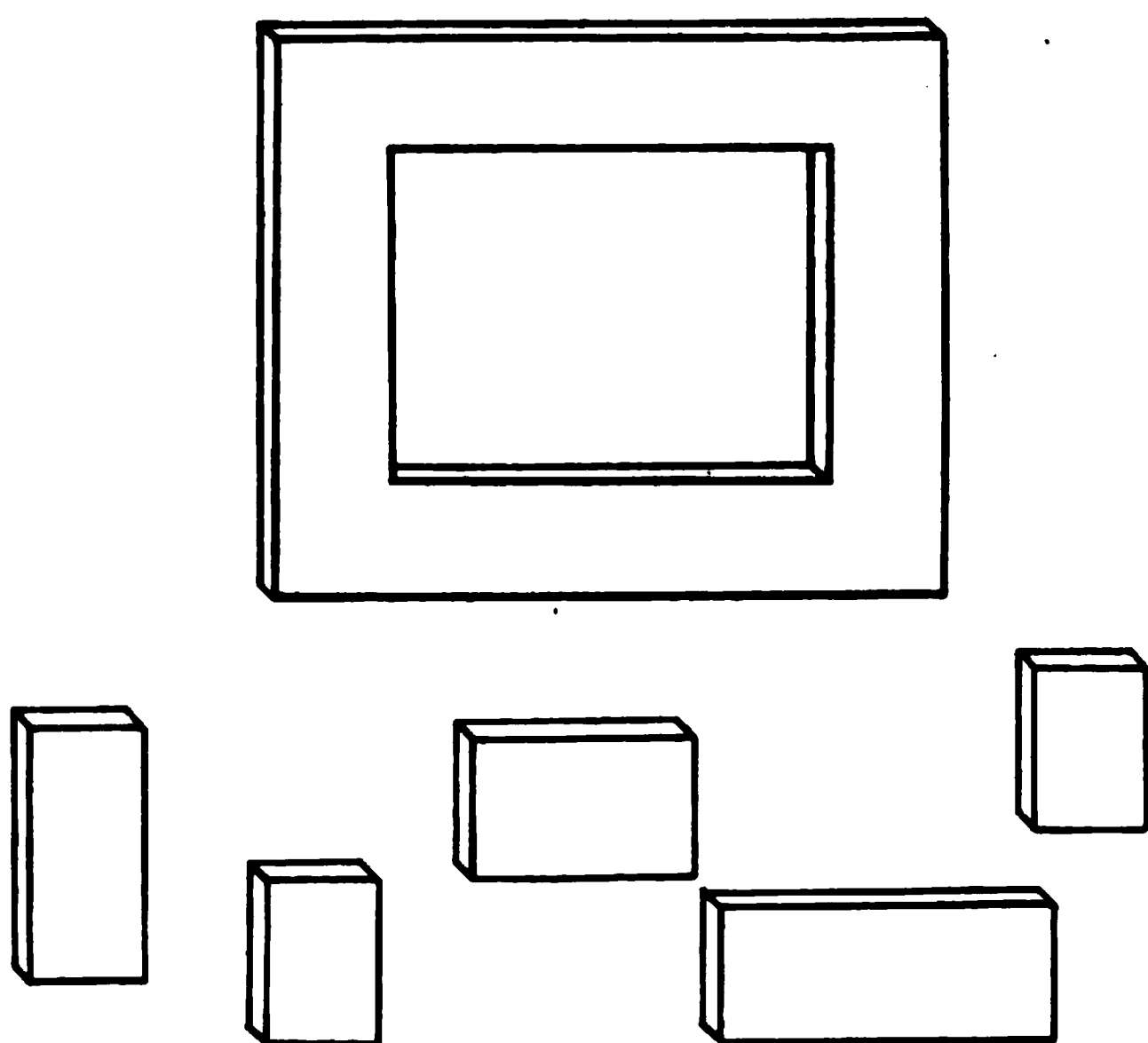


FIG. 2. CONSTRUCTION TEST A





whose characteristics are not sharply defined in their reactions, four distinct types are dealt with:

1. Quick, alert individuals who foresee situations and who possess such good coördination that there is no fumbling.

2. Deliberate, slow-motioned ones who make a general survey of the problem and who are accurate in selection and placing.

3. Quick-motioned, nervous, inattentive ones who pick up blocks at random and place them without forethought.

4. Clumsy, inaccurate, heavy ones who are lacking in forethought and ability to learn by experience. They attempt repeatedly to force blocks into obviously impossible spaces, substituting muscle for mind.

*Method of Scoring.*—Success or failure, the time and the number of moves are recorded and note is made of the method of work. Healy (5) recommends scoring under the four headings:

1. Time.

2. Number of moves.

3. Number of moves of obvious impossibilities.

4. Repetition of such obvious impossibilities.

*Tabulation.*—This test was used at Newark, Rome, Hudson, St. Vincent's and the public school. As it was not used at Troy or Albany the number of normal children is smaller than with the other tests. Healy (3, p. 107) says that no normal person over 8 or 9 years of age should fail to do this in 5 minutes. Knox (6) places the test in the level for 8 year old children. Table 7 gives the results of the work of the Bureau at the different institutions while Table 8 gives the results of the test with the public school children.

7. NUMBER TESTED, NUMBER AND PER CENT. SUCCESSFUL AT EACH MENTAL AGE

GROUP	VI			VII			VIII			IX		
	Num-ber suc-cess-ful		Per cent. suc-cess-ful	Num-ber suc-cess-ful		Per cent. suc-cess-ful	Num-ber suc-cess-ful		Per cent. suc-cess-ful	Num-ber suc-cess-ful		Per cent. suc-cess-ful
	Num-ber tested	Num-ber suc-cess-ful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cess-ful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cess-ful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cess-ful	Per cent. suc-cess-ful
Newark.....	10	3	30.0	16	6	37.50	39	23	58.97	44	40	90.90
Rome.....	9	3	33.3	32	12	37.50	39	21	53.84	44	33	75.00
Hudson.....	.....	.....	.....	.....	.....	.....	2	2	100.00	9	8	88.88
St. Vincent's.....	.....	.....	.....	19	3	15.78	24	8	33.33	38	16	42.10
Total.....	19	6	31.57	67	21	31.34	104	54	51.92	135	97	71.85

GROUP	X			XI			XII			XII+			XV		
	Num-ber suc-cess-ful		Per cent. suc-cess-ful	Num-ber suc-cess-ful		Per cent. suc-cess-ful	Num-ber suc-cess-ful		Per cent. suc-cess-ful	Num-ber suc-cess-ful		Per cent. suc-cess-ful	Num-ber suc-cess-ful		Per cent. suc-cess-ful
	Num-ber tested	Num-ber suc-cess-ful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cess-ful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cess-ful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cess-ful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cess-ful	Per cent. suc-cess-ful
Newark.....	26	21	80.70	14	13	92.80	3	3	100.00	.....	.....	.....	.....	.....	.....
Rome.....	11	9	81.81	8	7	87.50	5	4	80.00	.....	.....	.....	.....	.....	.....
Hudson.....	15	11	73.33	24	20	83.33	9	8	88.88	12	12	100.00	4	4	100
St. Vincent's.....	18	10	55.55	17	12	70.58	4	3	75.00	15	13	86.60	1	1	100
Total.....	70	51	72.85	63	52	82.53	21	18	85.71	27	25	92.59	5	5	100

8. NUMBER OF SCHOOL CHILDREN TESTED, NUMBER AND PER CENT. SUCCESSFUL, AVERAGE TIME AND AVERAGE NUMBER OF MOVES

AGE	Number tested	Number successful	Per cent. successful	Average time	Average number of moves
				<i>Seconds</i>	
7.....	30	15	50.0	126.8	26.5
8.....	30	16	53.3	133.5	34.1
9.....	30	29	96.6	95.9	25.0
10.....	30	27	90.0	75.5	21.0
11.....	30	27	90.0	48.5	17.4
12.....	30	28	93.3	41.8	17.1

Knox (6, p. 15, Table 6) gives the following numbers of 8 year old children to whom the test was applied:

NATIONALITY	Number tested	Number failed	Number correct	Number partly correct or with difficulty
Italian.....	65	12	45	8
Hebrew.....	54	7	33	14
Polish.....	46	9	21	16
Russian.....	38	15	12	11
Total*.....	203	43 or 21%	111 or 55%	49 or 24%

\* The totals and per cents. are the Bureau's computation.

The per cents. for both groups of the Bureau and those of Knox show that only about half of the 8 year old children succeed, while the records of the public school children indicate that as great proficiency is attained at 9 years as at higher years. It is therefore believed that construction test A properly belongs in the 9 year level.

As the important point of observation in construction test A is the method of work, no time limit was set but inasmuch as the unsuccessful subjects usually gave up and the successful ones succeeded before the end of five minutes, the time limit of five minutes used by Healy and Knox is a fair one.

In Table 9 the average time in seconds is given for those successful.

9. NUMBER SUCCESSFUL AND THEIR AVERAGE TIME AT EACH MENTAL AGE\*

GROUP	VI		VII		VIII		IX		X		XI		XII		XII+		XV	
	Num-ber suc-cessful	Aver-age time	Num-ber suc-cessful	Aver-age time	Num-ber suc-cessful	Aver-age time	Num-ber suc-cessful	Aver-age time	Num-ber suc-cessful	Aver-age time	Num-ber suc-cessful	Aver-age time	Num-ber suc-cessful	Aver-age time	Num-ber suc-cessful	Aver-age time	Num-ber suc-cessful	Aver-age time
Newark.....	3	Seconds 53.66	6	Seconds 121.66	21	Seconds 70.57	37	Seconds 69.62	20	Seconds 67.85	10	Seconds 25.30	3	Seconds 22.30	.....	Seconds .....	.....	Seconds .....
Rome.....	3	66.60	12	106.75	21	78.00	33	91.94	9	75.88	7	97.28	4	104.50	.....	.....	.....	.....
Hudson.....	.....	.....	.....	.....	2	60.00	8	48.87	11	68.36	20	40.40	8	32.75	12	27.08	4	19.75
St. Vincent's.....	.....	.....	3	15.00	8	53.90	16	41.20	10	65.30	12	63.90	3	74.60	13	28.50	1	11.00
Total.....	6	60.16	21	97.94	52	70.59	94	70.85	50	68.90	49	49.98	18	53.94	25	27.50	5	18.00

\* In the beginning of the work at Newark, the time was not uniformly recorded, hence nine cases, distributed as follows: VIII, 2; IX, 3; X, 1; XI, 3, who are recorded as successful in Table 7, are omitted in Table 9.

The time ranges from 7" to 5' 20" with the averages as given in Table 9. It is believed that the 7" records are usually due to a fortunate beginning and that time taken in studying the problem should be considered in favor of the individual. Table 8, which shows the average time of the public school children, is the most reliable guide.

10. AVERAGE TIME, AVERAGE DEVIATION AND STANDARD DEVIATION OF PUBLIC SCHOOL CHILDREN

AGE	Average time	Average deviation	Standard deviation
	<i>Seconds</i>	<i>Seconds</i>	<i>Seconds</i>
7.....	126.8	63.04	76.23
8.....	133.5	78.37	90.16
9.....	95.9	69.69	79.12
10.....	75.5	57.76	68.28
11.....	48.5	34.32	45.87
12.....	41.8	27.31	41.03

The average and standard deviations of the successful school children in Table 10, show that the younger children who are slower also present a greater deviation in the amount of time, while the figures for 7 and 8 year old children indicate that more of the latter than of the former, possess the persistence to work at a problem until its completion, which is also shown by the average number of moves, included in Table 8.

The average number of moves of the institutional cases is given in Table 11 which demonstrates a tendency to decrease with advancing mental ability.

*Value of the Test.*—This test was planned to bring out the individual's method of work with a new problem and his ability to profit by the experience of repeated trials. If it is suspected that success is due to a fortunate beginning, the blocks may be turned out quickly and a second trial given.

Among the good points of the test are: the interest it awakens in many of the subjects, the simplicity of the apparatus, its portability, its independence of the language factor and of formal training. In addition to showing the method of work of a subject, it has been used with some success as a learning test and portrays such individual characteristics as perseverance, recognition of impossibilities and systematic procedure.

11. NUMBER SUCCESSFUL AND THEIR AVERAGE NUMBER OF MOVES AT EACH MENTAL AGE\*

GROUP	VI		VII		VIII		IX		X		XI		XII		XII+		XV	
	Num-ber suc-cessful of moves	Average number of moves	Num-ber suc-cessful of moves	Average number of moves	Num-ber suc-cessful of moves	Average number of moves	Num-ber suc-cessful of moves	Average number of moves	Num-ber suc-cessful of moves	Average number of moves	Num-ber suc-cessful of moves	Average number of moves	Num-ber suc-cessful of moves	Average number of moves	Num-ber suc-cessful of moves	Average number of moves	Num-ber suc-cessful of moves	Average number of moves
Newark.....	2	6.50	3	30.00	19	17.30	34	19.70	15	15.80	8	8.50	1	14.07	.....	.....	.....	.....
Rome.....	3	15.66	12	26.25	21	21.33	32	20.84	9	20.85	7	23.28	4	24.75	.....	.....	.....	.....
Hudson.....	.....	.....	.....	.....	2	12.00	8	11.87	11	13.90	20	12.00	8	10.12	12	9.01	4	8.25
St. Vincent's.....	.....	.....	3	7.33	8	10.25	15	9.33	9	10.22	11	11.54	2	11.54	13	7.92	1	5.00
Total.....	5	12	18	23.72	50	17.66	89	17.66	44	15.22	46	13.00	15	14.46	25	8.88	5	7.60

\* For 31 cases: Newark 27, and St. Vincent's 4, the number of moves was not recorded, hence omitted from Table 11.



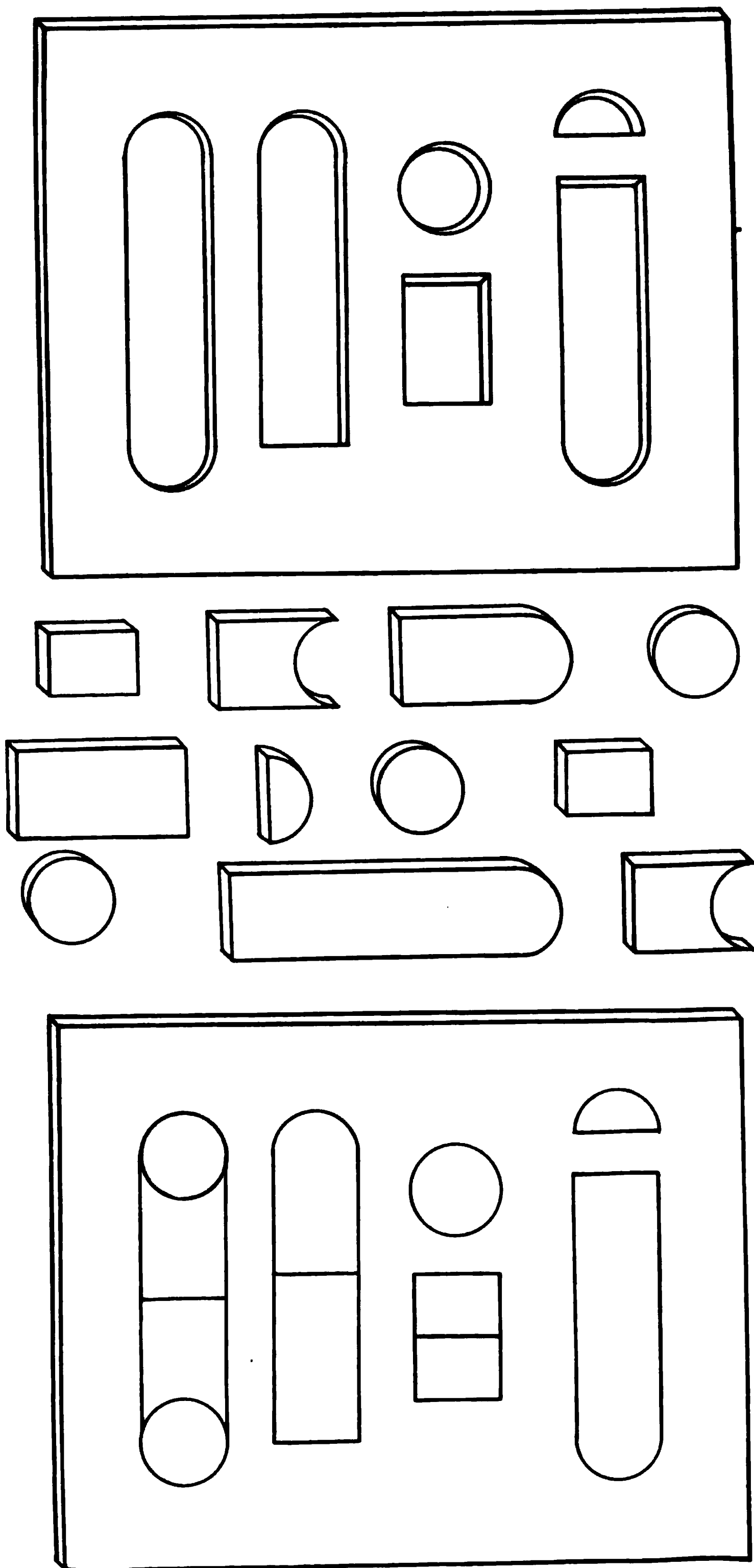


FIG. 3. CONSTRUCTION TEST B

1. The first part of the document is a title page. It contains the title "THE HISTORY OF THE UNITED STATES OF AMERICA" and the author "BY JAMES MADISON".

### 3. CONSTRUCTION TEST B

*Description of Test and Material.*—Construction test B is one designed by Dr. Grace Fernald and used by Healy (5) and also by Knox (6) who refers to it as the "Fernald board." The apparatus is a wooden frame with spaces into which fit eleven pieces of different sizes, which are interchangeable. Success does not depend upon previous moves to the extent that it does in construction test A.

*Method of Presentation.*—The test is given to the subject as a game. He is told that the pieces, which are scattered on the table, will all go in and exactly fill up the spaces, and that the time is being kept but there is no need of hurrying. It has been found that if the subject tries to hurry and the pieces do not fit at the first attempt he is apt to become nervous and not finish as quickly or as well as if he feels that he has plenty of time. A failure is recorded if more than five minutes are consumed in aimless moves.

*Typical Reactions.*—This test is one of the more difficult ones and a number of trial moves may be expected; when these do not occur it is the result either of good planning or of a lucky start. Time spent in the consideration of the problem and in the trial of reasonable combinations is not indicative of lack of natural ability. Various significant reactions occur; the most logical method of procedure is the elimination of the smaller spaces first. The aimless working of the defective mind is shown by the subject who takes out a circle after it has been correctly placed and replaces it by another, or removes a piece, then replaces it in the same position, only the other side up. The one who gathers up several pieces in his hand and tries the remaining without regard to space shows lack of reasoning. A common error is to finish with one circle left out and two half-circular spaces unfilled. The largest space presents the greatest difficulty and with that correctly filled success is usually assured.

*Method of Scoring.*—The results that may be reduced to absolute terms are the time and the number of moves; the fewest possible number of moves is 11. Healy recommends scoring under the same headings as given for construction test A. In addition notes are made upon the method of procedure and upon anything significant that may occur.

12. TABLE SHOWING THE NUMBER EXAMINED WITH CONSTRUCTION TEST B, THE NUMBER SUCCESSFUL AND THE PER CENT. SUCCESSFUL, AT THE DIFFERENT MENTAL AGES

GROUP	VI			VII			VIII			IX		
	Num-ber tested	Num-ber suc-cessful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cessful	Per cent. suc-cess-ful	N m-ber tested	Num-ber suc-cessful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cessful	Per cent. suc-cess-ful
Newark.....	9	2	22.20	16	3	18.7	40	11	27.5	42	19	45.2
Rome.....	9	.....	.....	32	4	12.5	38	14	36.8	43	19	44.2
Troy.....	7	.....	.....	23	10	43.4	23	12	52.1	46	30	65.2
Albany.....	.....	.....	.....	18	4	22.0	23	10	43.4	26	13	50.0
Hudson.....	.....	.....	.....	2	1	50.0	10	4	40.0	31	16	51.6
St. Vincent's.....	.....	.....	.....	21	.....	.....	25	3	12.0	45	11	24.4
Total.....	25	2	8.00	112	22	19.6	159	54	33.9	233	108	46.3

GROUP	X			XI			XII			XII+			XV		
	Num-ber tested	Num-ber suc-cessful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cessful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cessful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cessful	Per cent. suc-cess-ful	Num-ber tested	Num-ber suc-cessful	Per cent. suc-cess-ful
Newark.....	23	14	60.9	12	12	100.0	3	2	66.0	.....	.....	.....	.....	.....	.....
Rome.....	11	5	45.4	8	5	62.5	5	4	80.0	.....	.....	.....	.....	.....	.....
Troy.....	40	31	77.5	29	27	93.1	16	15	93.7	.....	.....	.....	.....	.....	.....
Albany.....	23	19	82.6	17	13	76.4	13	12	92.3	.....	.....	100.0	.....	.....	.....
Hudson.....	52	30	57.7	62	44	70.9	30	26	86.7	.....	.....	91.6	.....	.....	100
St. Vincent's.....	25	17	68.0	25	18	72.0	8	5	62.5	.....	.....	76.1	.....	.....	100
Total.....	174	116	66.6	153	119	77.7	75	63	84.0	36	30	83.3	10	10	100

*Tabulation.*— Table 12 shows the number tested, the number successful and the per cent. successful, classified according to mental ages and to institutional groups. The table shows a steady rise in the per cent. successful from approximately 20% for the mental age of VII to 84% for the mental age of XII. The small groups and the uncertain classification render the results for the mental ages of XII+ and XV of less value. This table indicates that construction test B may be regarded as a measure of XI year mentality as 77% of those of XI year mentality succeeded and this is borne out by the fact that of 18 11 year old children whose mentality is also that of XI years, 15 or 83% were successful, and of 30 public school children aged 11, 26 or 86% were successful.

In Table 13 is shown the per cent. of success of the normal public school children from the ages of 7 through 12, which is higher than that for the large group of any corresponding mental age.

13. TABLE SHOWING NUMBER OF NORMAL PUBLIC SCHOOL CHILDREN TESTED, THE NUMBER SUCCESSFUL, PER CENT. SUCCESSFUL, AVERAGE TIME AND AVERAGE NUMBER OF MOVES

AGE	Number tested	Number successful	Per cent. successful	Average time	Average number of moves
7.....	30	11	36.6	<i>Seconds</i> 199.30	29.45
8.....	30	15	50.0	137.00	21.70
9.....	30	24	80.0	119.70	23.70
10.....	30	21	70.0	106.30	24.80
11.....	30	26	86.6	104.96	22.20
12.....	30	26	86.6	80.50	20.00

Table 14 gives the comparison of the institutional groups classified according to mental ages, with the school children classified according to physical ages. The advantage seems to be with the school children, but it is quite possible that if their mental age were known it would be found to be one year or more in advance of their physical age, in which case the per cent. of school children successful would correspond quite closely with the per cent. successful in the institutional group.

14. COMPARISON OF PER CENT. SUCCESSFUL OF INSTITUTIONAL GROUP AND SCHOOL CHILDREN

INSTITUTIONAL GROUP		SCHOOL CHILDREN	
Mental age	Per cent. successful	Physical age	Per cent. successful
VI.....	8.08	.....	.....
VII.....	19.60	7.....	36.6
VIII.....	33.90	8.....	50.0
IX.....	46.30	9.....	80.0
X.....	66.60	10.....	70.0
XI.....	77.70	11.....	86.6
XII.....	84.00	12.....	86.6
XII+.....	83.30	.....	.....
XV.....	100.00	.....	.....

Passing from the per cent. successful to the average time of those completing the test it is found that there is no regular relation between the amount of time and an increasing mental age, which is accounted for on the ground that more perseverance accompanies higher mental ability, so that the older children keep at the problem longer and score a higher proportion of successes. The lack of correlation between mental age and time is shown by the study of all the institutional children of the actual age of 11 who succeeded with the test, 39 in number. The best and the worst time records are made each by an 11 year old child with a IX year mentality. Table 15 shows the average time for the different mental ages classified according to institutions and the totals for the whole group. Whenever the number of subjects disagrees with the number successful in Table 12, it is due to the fact that in a few cases the time or the number of moves was not recorded.

15. TABLE SHOWING THE NUMBER SUCCESSFUL AND THE AVERAGE TIME AT EACH MENTAL AGE ]

GROUP	VII		VIII		IX		X		XI		XII		XII +		XV	
	Num-ber suc-cessful	Average time	Num-ber suc-cessful	Average time	Num-ber suc-cessful	Average time	Num-ber suc-cessful	Average time	Num-ber suc-cessful	Average time	Num-ber suc-cessful	Average time	Num-ber suc-cessful	Average time	Num-ber suc-cessful	Average time
Newark.....	3	Seconds 173.6	10	Seconds 149.7	19	Seconds 143.7	12	Seconds 116.5	11	Seconds 89	2	Seconds 137.5	.....	Seconds .....	.....	Seconds .....
Rome.....	4	141.2	15	138.8	19	126.6	3	125.3	5	144.4	3	197.3	.....	.....	.....	.....
Troy.....	10	139.5	12	151	30	124.5	31	144.1	27	105.2	6	167.3	.....	.....	.....	.....
Albany.....	4	170	10	130.3	13	116.8	19	116.1	13	97.9	12	112	3	136.9	.....	.....
Hudson.....	1	193	4	120.7	16	132.3	30	117	43	98.2	20	87.9	11	118.3	.....	.....
St. Vincent's....	.....	.....	3	76.6	11	52.1	17	77.4	18	95.6	5	49.6	16	118.7	12	62
Total.....	22	152.4	54	137.1	108	121.1	112	118.4	117	100.5	48	108.7	39	113.2	13	64.2

The average deviations worked out for the whole group on the basis of the averages in Table 15 are given in Table 16.

16. TABLE SHOWING THE NUMBER OF SUBJECTS, AVERAGE TIME AND AVERAGE DEVIATION FOR EACH MENTAL AGE

MENTAL AGE	Number of subjects	Average time	Average deviations
VII.....	22	152.4	54.03
VIII.....	54	137.1	52.32
IX.....	108	121.1	49.86
X.....	112	118.4	67.33
XI.....	117	100.5	52.19
XII.....	48	108.7	65.63
XII+.....	39	113.2	64.20
XV.....	13	64.2	30.24

The average number of moves for each mental age is given in Table 17, while the average deviations for the whole group based upon the averages in Table 17, are given in Table 18.



17. TABLE SHOWING NUMBER SUCCESSFUL AND AVERAGE NUMBER OF MOVES AT EACH MENTAL AGE

GROUP	VII		VIII		IX		X		XI		XII		XIII+		XV	
	Num- ber suc- cessful	Average moves	Num- ber suc- cessful	Average moves	Num- ber suc- cessful	Average moves	Num- ber suc- cessful	Average moves	Num- ber suc- cessful	Average moves	Num- ber suc- cessful	Average moves	Num- ber suc- cessful	Average moves	Num- ber suc- cessful	Average moves
Newark.....	1	19	5	18.8	11	18.4	8	18.6	7	15.5	3	33.3	9	18.3		
Rome.....	4	24.7	15	20.8	18	20.2	3	23.3	5	18.6	6	26.3				
Troy.....	10	18	12	17	30	18.3	31	21.6	27	16.9	12	16	3	18.6		
Albany.....	4	13.2	10	13.1	13	14.4	19	13.6	13	12.7	19	14.7	10	15.5	12	14.2
Hudson.....	1	20	4	43.7	16	18.5	26	16	42	17.2	5	14	12	14.2	1	15
St. Vincent's....	.....	.....	2	11.5	11	13.6	14	13.9	17	16.5						
Total.....	20	18.5	48	19.5	99	17.6	101	17.1	111	16.5	45	17.7	34	16	13	14.3

18. TABLE SHOWING NUMBER OF SUBJECTS, AVERAGE NUMBER OF MOVES AND AVERAGE DEVIATIONS FOR EACH MENTAL AGE

MENTAL AGE	Number of subjects	Average number of moves	Average deviations
VII.....	20	18.5	5.4
VIII.....	48	19.5	7.8
IX.....	99	17.6	4.9
X.....	101	17.1	5.3
XI.....	111	16.5	4.8
XII.....	45	17.7	5.8
XII+.....	34	16	4
XV.....	13	14.3	1.4

The number of moves varies little for the different mental levels.

19. COMPARISON OF AVERAGE TIME AND AVERAGE NUMBER OF MOVES OF INSTITUTIONAL GROUP WITH THAT OF PUBLIC SCHOOL CHILDREN

INSTITUTIONAL GROUP			PUBLIC SCHOOL CHILDREN		
MENTAL AGE	Average time	Average number of moves	PHYSICAL AGE	Average time	Average number of moves
	<i>Seconds</i>			<i>Seconds</i>	
VII.....	152.4	18.5	7.....	199.3	29
VIII.....	137.1	19.5	8.....	137	21.7
IX.....	121.1	17.6	9.....	119.7	23.7
X.....	118.4	17.1	10.....	106.3	24.8
XI.....	100.5	16.5	11.....	104.96	22.2
XII.....	108.7	17.7	12.....	80.5	20
XII+.....	113.2	16			
XV.....	64.2	14.3			

Although the public school children took about as much time with the test as the institutional cases and averaged more moves, a higher per cent. of them were successful. This indicates that they had the perseverance to keep at it until they accomplished it, even if not immediately successful.

At the mental age of VII a child stands 1 chance in 4 of succeeding with construction test B; at VIII, 1 chance in 3; at IX, 1 chance in 2; at X, 2 chances in 3; at XI, 3 chances in 4;

at XII, XII + and XV, 4 chances in 5. The number of moves varies little with the different mental ages.

A study of the tables shows that—

1. The test belongs at the XI year level, as stated above.
2. There is no guide to the number of moves that may be expected.
3. Both time and number of moves are of less importance than the method of work and the clinical picture that may be obtained.

Healy (3, p. 107) says: "It should be done in 10' by all normal persons from 12 years on. Most of our normal 12 year old offenders do it in from 1' to 3', but even when older persons exceed such time limits it can hardly be maintained as evidence of low ability. Again in this it is the method that it is most valuable to note—particularly the attitude of planning, as put over against taking the chances on trial and error, and particularly as against the repetition of impossibilities. This, namely, the ability to profit by experience, is registered with certainty in the number of moves made. Errors to the extent of 10 or 15 indicate little, but beyond that there is carelessness or actual inability to think out a situation. There are 11 pieces to be put in—thus normally the task should be done in at least 26 moves. Occasionally the slapdash method done by a bright person involves more moves, but only seldom. It should be remembered that a planful method may be very slow."

*Value of the Test.*—The purpose of the test is to show the individual's perception of form, and his method of procedure with a piece of work which requires some planning and foresight, and its use indicates that it does illuminate these traits. Determination, ability to learn by errors, power of concentration, reluctance to admit failure are shown. It is fair to add that there are persons who have no aptitude for anything which partakes of the nature of a game or puzzle, and for these the test may present undue difficulties. Still, it is not more difficult than the new situations that the normal person is often called upon to meet, for instance the packing of a suitcase. What has been said in regard to the good points of construction test A is also true of this one, while the greater difficulty of test B makes it valuable for older persons.

#### 4. THE DRINKING CUP

*Description of Test and Material.*—So far as is known the device of folding a drinking cup from directions as a mental test is described here for the first time. The apparatus consists of two squares of unruled paper, one each for the examiner and the subject; typewriter paper cut into  $8\frac{1}{2}$  inch squares is convenient. The problem for the subject is to make a drinking cup after the examiner has demonstrated and explained each step.

*Method of Presentation.*—The directions are given in the following form: "I will show you how to make a drinking cup, and when I have finished you may make one. First I fold this square piece of paper three-cornered ways through the center (move 1). Then I take this corner (the right hand acute angle) and fold it over to the opposite side (move 2) so that these two edges are equal (pointing to the arms of the isosceles triangle left in the vertex). Next I take the other corner (left acute angle) and fold it over in the same way so that the edges come straight across (move 3). Then I fold this flap down (folding down the upper flap) and put it into this outer space to hold it (move 4). Then I fold down the other flap (move 5). You see how it looks. Now take this square and make one like it." The finished cup is left in full view, but the subject is not allowed to handle it.

*Typical Reactions.*—In most cases if the subject succeeds with the second move he can finish without difficulty, as from that point the steps logically follow each other. It is not unusual for one, after making the first move correctly, in the second to fold the corner straight back along the line of the first fold instead of to the opposite side, which leads to an incorrect third move. He may be able to detect his mistake by looking at the sample on the table, otherwise he makes various trial moves or gives up. Under-estimation of the difficulty of the test, with a resulting lack of attention accounts for some of the failures. The work is done with varying degrees of neatness.

*Method of Scoring.*—The scoring is on the basis of success, which is recorded if the finished product holds together. The

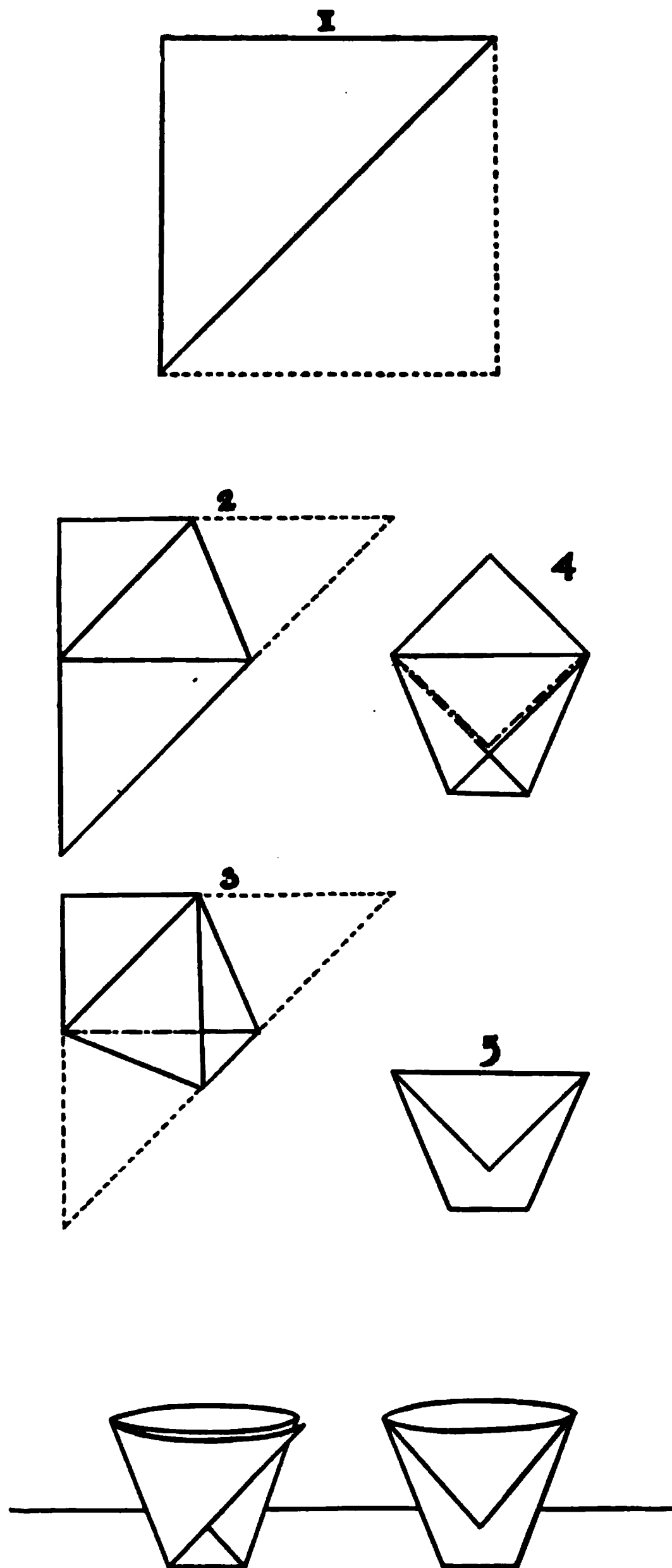


FIG. 4. DRINKING CUP



time and number of moves are recorded; the accurate following of directions involves 5 moves, hence every move above 5 is the record of a blunder. Note is made of the method of work which is considered in forming a judgment of the individual.

*Tabulation.*— There should be some point in the mental development of a child where he gains the ability to follow five simple, demonstrated directions, such as these, and at this point the test would indicate mental status. The totals in table 20 show that at the mental age of X 70 per cent. of the subjects succeeded.

Two factors affect the results from the two custodial asylums; (1) they were the institutions where the test was developed and the method of presentation had not become uniform, (2) all subjects in these two institutions, and also at Hudson with a mental age of less than XI, are feeble-minded. The children of Troy, Albany and St. Vincent's, since the majority of them are normal, form a homogeneous group and, as shown in Table 21, present more uniform results. The totals show that, while practically none succeeded in the mental age VI, 36 per cent. succeeded in VII, with a steady rise to X, where 79 per cent. were successful, and above X practically 90 per cent.

20. TABLE SHOWING THE NUMBER TESTED, NUMBER SUCCESSFUL AND PER CENT. SUCCESSFUL AT EACH MENTAL AGE

GROUP	VI			VII			VIII			IX		
	Num- ber tested	Num- ber suc- cessful	Per cent. suc- cess- ful	Num- ber tested	Num- ber suc- cessful	Per cent. suc- cess- ful	Num- ber tested	Num- ber suc- cessful	Per cent. suc- cess- ful	Num- ber tested	Num- ber suc- cessful	Per cent. suc- cess- ful
Newark .....	8	.....	.....	31	19	35	37	19	35	48	64	75
Reno .....	3	.....	.....	15	53	33	12	53	33	75	.....	.....
Troy .....	5	.....	20	23	60	86	45	60	86	60	38	65
Albany .....	6	.....	.....	23	47	81	26	47	81	62	84	72
Rudon .....	.....	.....	.....	10	40	58	29	40	58	72	41	63
St. Vincent's .....	15	.....	.....	34	20	58	58	20	58	63	28	63
Total .....	35	1	2 85	136	44	11	207	44	11	63	28	63

GROUP	X			XI			XII			XII+			XV		
	Num- ber tested	Num- ber suc- cessful	Per cent. suc- cess- ful	Num- ber tested	Num- ber suc- cessful	Per cent. suc- cess- ful	Num- ber tested	Num- ber suc- cessful	Per cent. suc- cess- ful	Num- ber tested	Num- ber suc- cessful	Per cent. suc- cess- ful	Num- ber tested	Num- ber suc- cessful	Per cent. suc- cess- ful
Newark .....	19	7	36 84	11	8	72 72	3	3	100	.....	.....	.....	.....	.....	.....
Reno .....	2	1	50 50	2	1	50 50	2	2	100	.....	.....	.....	.....	.....	.....
Troy .....	35	20	57 14	22	13	59 09	12	12	100	.....	.....	.....	.....	.....	.....
Albany .....	29	21	72 41	17	13	76 47	13	13	100	.....	.....	.....	.....	.....	.....
Rudon .....	43	29	67 44	33	22	66 66	18	18	100	.....	.....	.....	.....	.....	.....
St. Vincent's .....	40	29	72 50	34	22	64 71	9	9	100	.....	.....	.....	.....	.....	.....
Total .....	107	117	70 00	140	119	85	40	40	85 18	54	45	83 33	12	12	100



21. TABLE SHOWING NUMBER OF ORPHAN ASYLUM CHILDREN WHO TOOK THE DRINKING CUP TEST, THE NUMBER SUCCESSFUL, AND THE PER CENT. SUCCESSFUL FOR EACH MENTAL AGE

GROUP	VI			VII			VIII			IX		
	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ful
Troy.....	5	1	20	20	12	60	23	14	60.8	45	27	60
Albany.....	6	.....	.....	18	5	27.7	23	11	47.8	26	17	65.3
St. Vincent's.....	15	.....	.....	39	11	28.2	34	17	20.5	58	42	72.4
Total.....	26	1	3.8	77	28	36.3	80	42	52.5	129	86	66.6

GROUP	X			XI			XII			XII+			XV		
	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ful
Troy.....	38	30	78.9	23	21	91.3	4	3	75	.....	.....	.....	.....	.....	.....
Albany.....	23	21	91.3	17	13	76.4	13	12	92.3	.....	.....	.....	.....	.....	.....
St. Vincent's.....	40	29	72.5	34	32	94.1	12	11	91.6	31	27	87	1	1	100
Total.....	101	80	79.2	74	66	89.2	29	26	89.6	34	30	88.2	1	1	100

The above results are comparable with the performances of public school children of corresponding physical ages.

22. TABLE SHOWING THE NUMBER OF PUBLIC SCHOOL CHILDREN TESTED AT EACH PHYSICAL AGE, THE NUMBER SUCCESSFUL AND THE PER CENT. SUCCESSFUL

AGE	Number tested*	Number successful	Per cent. successful
7.....	30	9	30
8.....	29	15	51.7
9.....	28	19	67.8
10.....	29	22	75.8
11.....	27	24	88
12.....	25	21	84

\* Twelve of the 180 children tested already knew how to fold the drinking cup.

23. TABLE SHOWING PER CENT. SUCCESSFUL OF ORPHAN ASYLUM CHILDREN CLASSIFIED ACCORDING TO MENTAL AGE AS COMPARED WITH PUBLIC SCHOOL CHILDREN CLASSIFIED ACCORDING TO CHRONOLOGICAL AGE

ORPHAN ASYLUM CHILDREN		PUBLIC SCHOOL CHILDREN	
Mental age	Per cent. successful	Chronological age	Per cent. successful
VI.....	3.8		
VII.....	36.3	7.....	30
VIII.....	52.5	8.....	51.7
IX.....	66.6	9.....	67.8
X.....	79.2	10.....	75.8
XI.....	89.2	11.....	88.8
XII.....	89.6	12.....	84
XII+.....	88.2		
XV.....	100		

These results involving 619 children place the drinking cup test at the X year level. In order further to judge whether normal 10 year old children may be expected to follow successfully the five directions involved in making the drinking cup, the records of all the 10 year old children grading at age mentally were examined; of 16 such children found, 15 were successful; while of the 21 children 10 years old who were one year retarded mentally, only 11 succeeded; and of 8 children 10 years old one year advanced mentally all succeeded.

Two factors enter into the amount of time taken to fold the drinking cup, either hesitation and confusion, or care to produce a good finished product. The average time for the public school children given in Table 24 shows that the test may be done by 10 year old children in about 1 minute, but that the little hands of the younger children work more slowly.

24. TABLE SHOWING THE AVERAGE TIME REQUIRED BY NORMAL PUBLIC SCHOOL CHILDREN TO FOLD THE DRINKING CUP

AGE	Number tested	Number successful	Average time
			<i>Seconds</i>
7.....	30	9	74
8.....	29	15	82.8
9.....	28	19	64
10.....	29	22	58.9
11.....	27	24	64.5
12.....	25	21	51.7

Table 25 gives the average time for the successful subjects from Troy, Albany, Hudson and St. Vincent's (records of time and number of moves were not begun until after the work at Rome and Newark was closed).

25. TABLE SHOWING THE AVERAGE TIME REQUIRED BY INSTITUTIONAL CHILDREN TO FOLD THE DRINKING CUP

MENTAL AGE	Number of subjects*	Average time
		<i>Seconds</i>
VII.....	28	67
VIII.....	46	62.23
IX.....	104	63.42
X.....	108	62.23
XI.....	110	59.68
XII.....	42	47.28
XII+.....	44	50.84
XV.....	12	42.91

\* All available records for each table are used, although in a few cases either the time or the number of moves was not recorded. These are all included in Tables 20, 21, and 23, but are necessarily omitted from Tables 25, 26, and 27, hence the difference in the totals.

While these tables serve as a guide to judge the individual performance, the reason for delay is regarded as of more importance than the actual variation in time.

Table 26 shows that of 496 subjects who succeeded and for whom there were data, 67 per cent. finished in 5 or the least possible number of moves, or in other words followed directions exactly, while 33 per cent. succeeded after one or more false moves.

26. TABLE SHOWING THE NUMBER AND PER CENT. OF SUBJECTS WHO COMPLETED THE DRINKING CUP IN 5, 6, 7, 8 OR MORE MOVES

NUMBER OF MOVES	Number of subjects	Per cent. of subjects
5.....	330	67
6.....	70	14
7.....	52	10
8.....	23	5
More than 8.....	21	4
	496	100

The results given by mental ages in Table 27 show that from the mental age of VIII through XII there is no constant change in the proportion of subjects finishing in five moves.

27. TABLE SHOWING NUMBER OF MOVES IN MAKING THE DRINKING CUP AS COMPARED WITH THE MENTAL AGES OF THE SUBJECTS

MENTAL AGE	Number of subjects	NUMBER OF MOVES				
		5	6	7	8	More than 8
VI.....	1	1	.....	.....	.....	.....
VII.....	28	20	7	1	.....	.....
VIII.....	45	38	3	3	1	.....
IX.....	103	61	17	17	5	3
X.....	110	68	12	11	7	12
XI.....	110	67	21	14	3	5
XII.....	44	35	4	2	3	.....
XII+.....	43	31	4	3	4	1
XV.....	12	9	2	1	.....	.....
	496	330	70	52	23	21

With public school children the average number of moves at age 7 was 5.2; at age 8, 5.8; at age 9, 6.1; and age 10, 5.6; at age 11, 6.6; and at age 12, 6.1. As the drinking cup is intended

primarily as a test of ability to follow five directions, the completion of the cup in more than five moves must be regarded as less satisfactory than when it is done in five moves; on the other hand ability to correct and detect errors is not to be disregarded.

*Value of the Test.*—The test is considered valuable because it furnishes a simple device for testing the ability to grasp and follow instructions. The instructions are given both graphically and verbally as might occur under ordinary conditions of life. Failure may result from (1) lack of attention either from poor concentration or over-confidence; (2) lack of memory to retain the five directions; (3) lack of ability to detect obvious errors; (4) lack of ability to correct moves recognized as wrong. It also indicates the habitual method of work, whether neat or careless. As this is the drinking cup of the Boy Scouts it is well to inquire if the subject already knows how. The following are some of the good points of the test: (1) it requires no apparatus other than two squares of paper and never fails to interest the subject; (2) self-consciousness does not enter largely into the result; (3) formal education does not aid in the completion of the test; (4) it requires no elaborate use of language and hence can be used with deaf-mutes and foreign-speaking people.

## 5. MOTOR CO-ORDINATION

*Description of Test and Material.*—The blank for this test is one used by Healy (5) but suggested by Whipple. As shown by Figure 5, heavy black lines divide a white sheet into 150 half-inch squares. The tapering end of a pen holder is used for tapping.

*Method of Presentation.*—The subject, in a comfortable position at a table, is told to tap as many squares as possible in the time allowed without missing one or hitting a line. He starts at a given signal and stops sharply at the end of 30". The test is then given a second time for comparison.

*Typical Reactions.*—Since it is not difficult for the normal child to strike within the limits of the squares, inability to do so indicates a lack of ordinary muscular control. Missing a square, hitting one twice or hitting a line, each counted an error, give evidence of such lack, which is also shown by those who strike harder and harder in their efforts to keep within the spaces. Healy's instruction to reverse direction at the end of each line to save time was not given with these cases; therefore when one did so of his own accord it was considered a merit.

*Method of Scoring.*—The number of squares and the errors, which are counted as the test is in progress, are recorded. For statistical work it is desirable to reduce the score to a single term and satisfactory results are obtained by subtracting two from the total number of squares for each error.

*Tabulation.*—Computed on this basis the average number of squares for each mental age is given in Table 28. The problem is to determine the reasonable expectation for each age and the point at which the maximum of efficiency is reached.

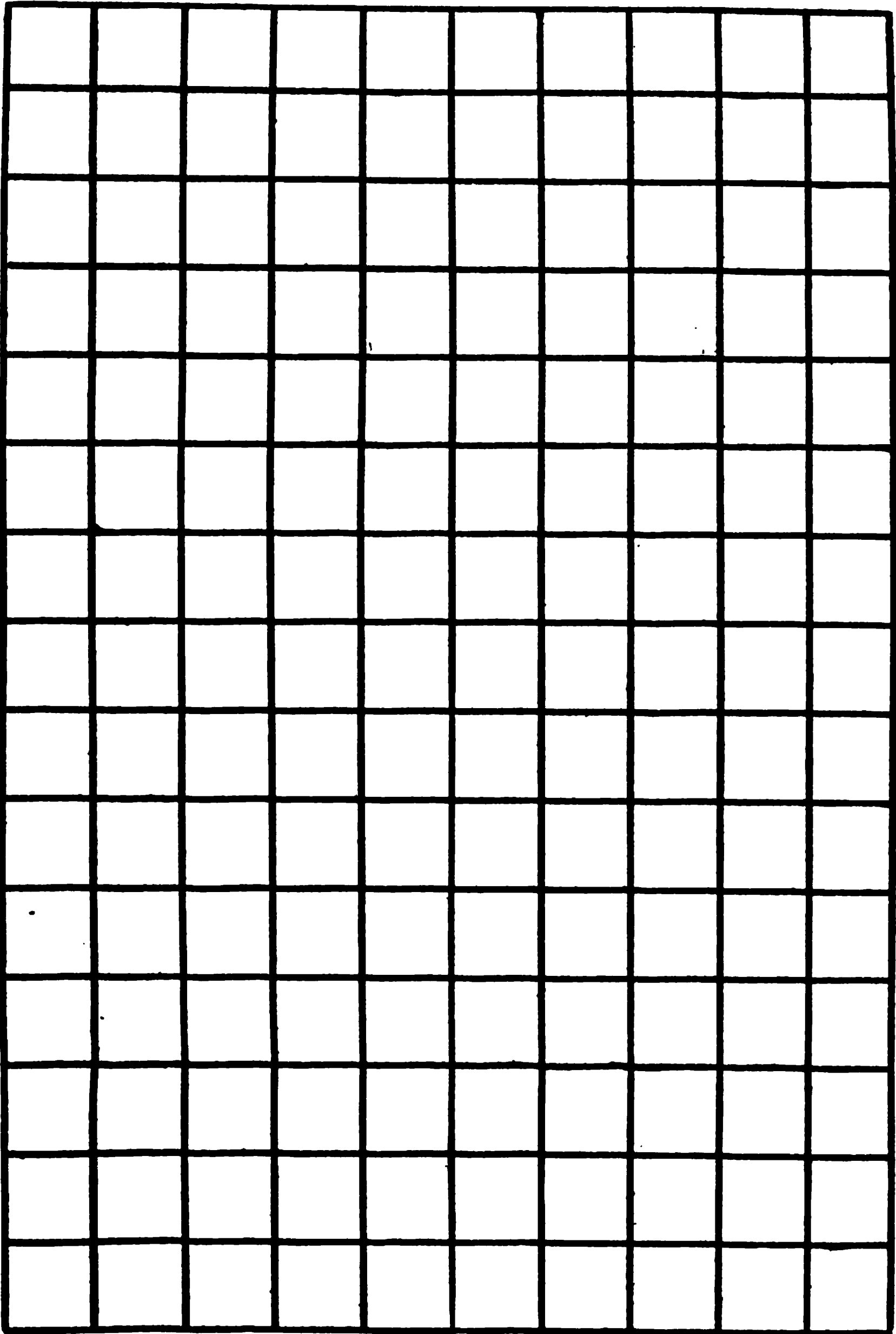


FIG. 5. MOTOR CO-ORDINATION





28. NUMBER TESTED AND THE AVERAGE NUMBER OF SQUARES AT EACH MENTAL AGE

GROUP	V		VI		VII		VIII		IX	
	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares
Troy.....	10	32.9	15	42	26	47.1	24	50.1	46	58
Albany.....	1	48	2	36.5	18	44.9	23	53.9	26	63.0
Hudson.....	.....	.....	.....	.....	1	59	8	66.6	27	73
St. Vincent's.....	.....	.....	.....	.....	4	40	9	52.3	43	61.4
Total.....	11	34.2	17	41.4	49	45.9	64	53.7	142	62.9

GROUP	X		XI		XII		XII+		XV	
	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares
Troy.....	40	70.3	29	71	7	73.1	9	74	.....	.....
Albany.....	23	73.7	17	69.1	13	77.3	3	89	.....	.....
Hudson.....	41	78.8	52	83.6	23	85.3	12	86.5	11	91.7
St. Vincent's.....	33	61.9	29	66.9	10	76.7	32	71.4	1	70
Total.....	137	71.4	127	74.9	53	80	56	76.5	12	89.9

The superiority of the Hudson cases at each mental level suggests that a high score may depend upon some factor other than mental development. Table 29 in which the same records are reassembled under the classification of physical age shows a gradual rise from 5 to 17 years. This rise and the close similarity of the results for each group show this classification to be the consistent one. The increasing divergence between the mental and physical ages, shown in Table 30, as the years advance is because a larger proportion of the older than the younger children have fallen back into the lower mental age groups.

29. NUMBER TESTED AND THE AVERAGE NUMBER OF SQUARES AT EACH PHYSICAL AGE

GROUP	5		6		7		8		9	
	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares
Troy.....	3	41	21	40	22	44.3	23	53.1	22	56.8
Albany.....	.....	.....	6	43.7	7	42.7	14	49.4	19	58
Hudson.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
St. Vincent's.....	.....	.....	.....	.....	.....	.....	2	34	11	55.1
Total.....	3	41	27	40.8	29	43.9	39	50.8	52	56.9

GROUP	10		11		12		13		14	
	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares
Troy.....	23	63.9	29	64.6	23	66.8	20	64.8	11	78.4
Albany.....	24	60.8	18	68.5	14	73.2	15	80.1	4	82.5
Hudson.....	.....	.....	.....	.....	1	56	4	66	10	71
St. Vincent's.....	14	51.5	14	61.7	28	62.3	34	64.8	33	69.2
Total.....	61	59.6	61	65.1	66	66.1	73	68	58	72.2

29. NUMBER TESTED AND THE AVERAGE NUMBER OF SQUARES AT EACH PHYSICAL AGE— (Concluded)

GROUP	15		16		17		18		19		20	
	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares	Number tested	Average number of squares
Troy.....	5	70.8	2	71.5	2	62	.....	.....	.....	.....	.....	.....
Albany.....	4	75.2	1	77	.....	.....	.....	.....	.....	.....	.....	.....
Hudson.....	23	77.3	33	77.1	40	85.2	28	93	21	84.1	15	87.2
St. Vincent's.....	21	71.1	4	89.2	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	53	74.7	40	77.8	42	84	28	83	21	84.1	15	87.2

30. COMPARISON OF THE AVERAGES FOR THE MENTAL AND PHYSICAL AGES

MENTAL AGE	Average number of squares	PHYSICAL AGE	Average number of squares	PHYSICAL AGE	Average number of squares
V.....	34.2	5	41	16	77.8
VI.....	41.4	6	40.8	17	84
VII.....	45.9	7	43.9	18	83
VIII.....	53.7	8	50.8	19	84.1
IX.....	62.9	9	56.9	20	87.2
X.....	71.4	10	59.6	.....	.....
XI.....	74.9	11	65.1	.....	.....
XII.....	80	12	66.1	.....	.....
XII+.....	76.5	13	68	.....	.....
XV.....	89.9	14	72.2	.....	.....
		15	74.7	.....	.....

Table 31 of the distribution of errors shows that half of the subjects completed the test without errors, while 78 per cent. made less than 3 errors.

31. DISTRIBUTION OF ERRORS FOR EACH PHYSICAL AGE

NUMBER OF ERRORS	0	1	2	3	4	5	6	7	8	9	10 or more	Total
Physical age:												
5.....	1	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	3
6.....	8	5	2	1	6	1	3	.....	.....	.....	1	27
7.....	14	5	5	.....	2	.....	.....	2	1	.....	.....	29
8.....	17	7	7	4	1	2	.....	1	.....	.....	.....	39
9.....	29	7	4	4	2	1	1	1	.....	.....	3	52
10.....	28	7	10	7	3	4	1	.....	.....	.....	1	61
11.....	38	9	5	4	3	1	.....	.....	1	.....	.....	61
12.....	37	10	7	6	3	2	1	.....	.....	.....	.....	66
13.....	39	12	9	9	1	1	.....	1	.....	1	.....	73
14.....	31	9	4	8	4	1	.....	1	.....	.....	.....	58
15.....	23	5	13	5	4	2	.....	.....	1	.....	.....	53
16.....	17	8	5	5	4	.....	1	.....	.....	.....	.....	40
17.....	17	9	3	6	4	1	2	.....	.....	.....	.....	42
18.....	16	5	3	2	.....	1	1	.....	.....	.....	.....	28
19.....	10	3	1	3	3	.....	.....	.....	.....	.....	1	21
20.....	11	2	2	.....	.....	.....	.....	.....	.....	.....	.....	15
	336	103	82	64	40	17	10	6	3	1	6	668

Healy says (3, p. 110): "Above 12 years old we expect from individuals of ordinary ability at least 60 squares tapped in 30'' with not more than 3 or 4 errors." The tables indicate that a fair standard would be 80 squares, with not more than two errors, for a 17 year old person.

Value of the Test.— This is more obviously a physical test than the others in the series, and as such it is interesting to note, de-

pende upon physical age more directly than upon mental development. A coarse estimation of muscular control may be made from the form-board, but it is too easy for children over 9 years, while this test may be used with profit for adults as well as children. The result of the simplicity of the apparatus is that few functions other than the one tested are involved. Although this is probably the least interesting of the tests, there is little indication that subjects fall short of their best through indifference.

State of New York—State Board of Charities

DEPARTMENT OF STATE AND ALIEN POOR  
BUREAU OF ANALYSIS AND INVESTIGATION

CANCELLATION TEST

7962A134058425938607940817263526830514975948076231  
1689053742B194753026804738659190368271547203594168  
07342918659612087053198306547215793482608359726401  
47681325906307594812D48597312067102963583471652890  
65973284010386149725235346E901875417283906126830749  
83509472815702139465210847639F27451906836897103524  
1697053242784651390312695874048205G163794180569372  
204857613971680254396014239580692732815H2016487958  
41256809735987621848697514023835167904296243A15087  
5213409687342B806571786520981439684057210732948615  

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51684923701275048693418025637175608924878690G43125  
7805134269240976153832041579684812673905L379065214  
3597846102518237496085932410798452F086179316758402  
27896508149736150284048596218E09315648724235679081  
4253017986386091547293674D801256493120758627490588  
9473856216093827145P781096435252794163801048237956  
098256174383546R9201760213795842184957036092186743  
10462795385062843975127456038915078421695681924370  
86149T23057451728630919568374086207354912473501869  
632170849579Z1503826563271840970683915248504312697

Fig. 6. CANCELLATION TEST





## 6. CANCELLATION

*Description of Test and Material.*— This test in various forms has been used by many psychologists as a measure of attention. The essential principle is the crossing out of one or more of the designated symbols on a printed sheet. The form used in this series (Figure 6) is a sheet of paper 11" by 8½", on which is printed a block of different numerals and letters properly spaced, arranged in twenty lines with fifty characters in a line. Each numeral appears five times in a line except when its place is taken by one of the letters, which are introduced to form oases for the eye as it travels over the line. A well-sharpened pencil and a stop watch for timing the operation are the only tools necessary. The form as printed was found to be too long for young children, hence the sheets were cut in half, the division falling as indicated by the heavy line on the blank, and the tables are based on the time for the half sheet.

*Method of Presentation.*— The subject after being asked to point out one is told to cross out as quickly as possible all the 7s. No suggestions as to the method are made. It is essential that there be good light and the subject should rest his forearm comfortably on the table. Great variation in the results occurs when the directions are modified. Probably the best form of instruction is: "See how quickly you can put a mark through every seven on the sheet," which induces a better time reaction than: "See how long it will take you to put a mark through every seven on the sheet."

*Typical Reactions.*— The reactions fall into the headings, slow and accurate, rapid and accurate, slow and inaccurate, rapid and inaccurate. The school children almost uniformly did the work systematically, a few by vertical lines, and a few checked alternate lines backward. Unsystematic work and the missing of symbols were encountered most frequently in the mentally defective. It has been observed that nervous subjects who show marked instability, are able, nevertheless, in many cases to give the intense attention for the short time necessary to finish the test.

*Method of Scoring.*— The time and the number of errors are recorded but the time is the important element, since by the instructions the time record is the one emphasized.

*Tabulation.*— When the test was used with the public school children the instructions were given as suggested by Fernald (1) with the attention focused upon accuracy rather than speed. The results are given in Table 32; in comparison with the other groups the time is decidedly slower.

32. AVERAGE TIME, AVERAGE DEVIATION AND STANDARD DEVIATION OF PUBLIC SCHOOL CHILDREN

PHYSICAL AGE	Average time	Average deviation	Standard deviation
7.....	231.2	63.30	81.23
8.....	217.6	55.25	75.19
9.....	143.4	32.60	49.83
10.....	141	27.33	32.82
11.....	117.9	23.22	28.03
12.....	96.2	18.83	23.09

In Troy also where accuracy was emphasized the children were slower than the Albany children who were instructed to do it as fast as possible.

The Hudson girls in general have a better record than any of the others, due perhaps to the fact that they are older. Woodworth and Wells (14) noted that in their cases the women averaged faster than the men.



Forty-six additional records became available after the time the final computations were begun, and these are included in Table 34 (only) from which it appears that from the age of 6 children can do the test, but not until the age of 10 or 11 is their speed sufficient to indicate the skill and close attention which the test is intended to gauge. A child of 11 should do the test in two minutes, with not more than one error, and at the age of 13 the time should be lowered to one and one-half minutes. Capable adults average about one minute for time reaction.

34. AVERAGE TIME OF 693 SUBJECTS GROUPED (1) ACCORDING TO PHYSICAL AGE, (2) ACCORDING TO MENTAL AGE

PHYSICAL AGE	Average time	MENTAL AGE	Average time
5 .....	135	.....	.....
6 .....	217	V .....	253
7 .....	230	VI .....	245
8 .....	188	VII .....	196
9 .....	164	VIII .....	167
10 .....	137	IX .....	128
11 .....	120	.....	.....
12 .....	107	X .....	106
13 .....	99	XI .....	99
14 .....	99	XII .....	89
15 .....	103	XII+ .....	87
16 .....	106	XV .....	91
17 .....	84	.....	.....
18 .....	93	.....	.....
19 .....	82	.....	.....
20 .....	88	.....	.....

Table 34 gives the average time for 693 subjects grouped first according to their physical and then according to their mental ages. The correspondence in time at the different age levels is not between 6 and VI, 7 and VII, but between 7 and VI, 8 and VII, 9 and VIII, and 10 and IX. From this the conclusion is drawn that the factor of physical development plays a coördinate part with that of mental development. The averages for the mental age groups are brought up by the retarded children and the retardation is relatively greater at the higher ages. Thus there is a drop of two years between the corresponding averages of the later years, 12 matching X and 13, XI.

The question of errors is next in importance. Table 35 shows the distribution of errors according to the mental ages and Table 36 gives the same worked out on a basis of per cents.

35. TABLE SHOWING THE DISTRIBUTION OF ERRORS OF SUBJECTS GROUPED ACCORDING TO MENTAL AGE

ERRORS	MENTAL AGE										Total
	V	VI	VII	VIII	IX	X	XI	XII	XII+	XV	
0.....	1	...	11	28	68	72	74	27	25	7	313
1.....	...	1	6	17	28	25	29	12	10	...	128
2.....	...	...	6	8	19	11	7	3	6	2	61
3.....	1	1	4	6	6	9	3	4	...	...	34
4.....	...	1	3	3	4	...	1	1	...	...	13
5.....	...	...	5	3	5	4	2	2	...	1	22
6.....	...	3	4	2	5	4	3	...	...	...	21
7.....	...	...	3	2	...	3	...	...	1	...	9
8.....	...	1	...	1	...	...	1	...	...	...	3
9.....	1	2	2	...	...	...	...	...	...	...	5
10.....	...	...	2	...	...	1	...	...	...	...	3
11.....	...	1	1	1	1	...	...	...	...	...	4
12.....	...	1	1	...	...	...	...	...	...	1	3
13.....	...	...	...	...	1	...	...	...	...	...	1
14.....	...	...	...	...	...	...	...	...	...	...	0
15 or more.....	1	2	3	1	1	...	...	...	...	...	8
Unknown.....	...	...	1	2	6	3	4	...	3	...	19
Total.....	4	13	52	74	144	132	124	49	44	11	647

36. PER CENT. DISTRIBUTION OF ERRORS OF SUBJECTS GROUPED ACCORDING TO MENTAL AGE

ERRORS	MENTAL AGE										Total
	V	VI	VII	VIII	IX	X	XI	XII	XII+	XV	
0.....	25	...	21.2	37.8	47.2	54.5	39.7	55.1	56.8	63.3	48.4
1.....	...	7.7	11.5	23	19.4	18.9	23.4	24.5	22.7	...	19.8
2.....	...	...	11.5	10.8	13.2	8.3	5.6	6.1	11.4	18.2	9.4
3.....	25	7.7	7.7	8.1	4.2	6.8	2.4	8.2	...	...	5.2
4.....	...	7.7	5.8	4	2.8	...	.9	2	...	...	2
5.....	...	...	9.6	4	3.5	3	1.7	4.1	...	9.1	3.4
6.....	...	23.1	7.7	2.7	3.5	3	2.4	...	...	...	3.2
7.....	...	...	5.8	2.7	...	2.3	...	...	2.3	...	14
8.....	...	7.7	...	1.4	...	...	.9	...	...	...	5
9.....	25	15.4	3.8	...	...	...	...	...	...	...	8
10.....	...	...	3.8	...	...	.7	...	...	...	9.1	5
11.....	...	7.7	1.9	1.4	.7	...	...	...	...	...	6
12.....	...	7.7	1.9	...	...	...	...	...	...	...	5
13.....	...	...	...	...	.7	...	...	...	...	...	2
14.....	...	...	...	...	...	...	...	...	...	...	0
15 or more.....	25	15.4	5.8	1.4	.7	...	...	...	...	...	1.2
Unknown.....	...	...	1.9	2.7	4.2	2.3	3.2	...	6.8	...	3
Total.....	...	...	...	...	...	...	...	...	...	...	100

These show that there is increasing accuracy as the intelligence increases up to eleven years where the maximum of exactness is attained. At eleven years approximately 80 per cent. may be expected to make not more than one error.

The school children for whom the accuracy was emphasized did not work any more accurately than did the other groups as shown by Table 37.

37. COMPARISON OF THE PER CENT. OF INSTITUTIONAL CASES AND OF PUBLIC SCHOOL CHILDREN MAKING FROM 0 TO 1 ERROR

INSTITUTIONAL GROUP		SCHOOL CHILDREN		
Mental age	Per cent.		Physical age	Per cent.
V.....	25	V.....	.....	.....
VI.....	7.7	VI.....	.....	.....
VII.....	32.7	VII.....	7	20
VIII.....	60.8	VIII.....	8	56.7
IX.....	66.6	IX.....	9	70
X.....	73.4	X.....	10	93.3
XI.....	83.1	XI.....	11	76.7
XII.....	79.6	XII.....	12	70
XII+.....	79.5	XII+.....	.....	.....
XV.....	63.6	XV.....	.....	.....

*Value of the Test.*— The test measures the speed and uniformity of reaction to a definite, simple, visual stimulus. Tho processes involved are less complex than many of the other tests in this series and on that account give a more definite result than they. As it can be demonstrated without elaborate use of language it may be used with aliens or with deaf-mutes. Manifestly it is not a fair nor a desirable test for a subject with poor vision, but for ordinary subjects it is a useful test for attention and speed of reaction.

FIG. 7-A. RECOGNITION MEMORY







## 7. RECOGNITION MEMORY

*Description of Test and Material.*— This test is similar to one used by Fernald (1). It consists of two similar sets of ten post-cards in black and white. The sets used (Figure 7-A and 7-B) include two angora cats, looking in different directions; two dogs, one a bull dog and the other a terrier; two similar water scenes, etc. In one group the stamp space is underlined for identification.

*Method of Presentation.*— The subject is told to look closely at each card so that he will remember it when it is mixed with some that he has not seen. He is then shown the cards, one by one, with sufficient time to inspect each before it is covered by the next. When the ten have been shown, they are shuffled with the other set and the whole twenty presented in the same way to the subject who then designates which cards have previously been seen.

*Typical Reactions.*— Two kinds of errors are possible, the failure to recognize the cards that were in the first set and hence have been seen, and the selection of cards which have not been seen. By their reactions to this test subjects fall into four general groups:

1. Those who pay such close and intelligent attention that they choose only the cards which they have seen.
2. Very cautious ones, who are not sure of their impressions and reject cards which they have seen. With these a delay in their choice increases their doubts.
3. The inattentive ones unthinkingly choose the second picture because it suggests the original.
4. Low grade subjects who are entirely lacking in discrimination and choose all the cards or the ones that strike their fancy.

Taking the dogs for example, the errors fall into this order of seriousness.

1. Selecting the wrong dog, due to a lack of precise observation.
2. Selecting both dogs, due both to lack of precise observation and forgetfulness of the selection already made.
3. Selecting neither dog, due to a dense lack of observation, to forgetfulness, or to a wandering of attention.

*Method of Scoring.*—In view of the two separate kinds of errors the method of scoring adopted in this series was to record the number of cards chosen, and the number of those chosen that were correct, then to reduce this record to the number of errors. To do this the number of correct choices is subtracted from ten as there are ten correct choices to be made. Then the number of correct choices is subtracted from the number made which gives the number of incorrect selections. Obviously the sum of these errors gives the total errors. The same result is obtained if the incorrect cards in each pile are counted, but if the number of errors alone is recorded the significance of the results is less evident. For example, a subject might choose seven cards, all of which were correct. The record shows that he belongs to the cautious type mentioned above. Another might choose eleven cards of which nine were correct. In that case two cards were chosen which had not previously been seen and one overlooked which had been seen. The number of errors in each case is the same, but the performance differs.

*Tabulation.*—In Table 38 are given the average number of errors, and the average and standard deviations of the institutional subjects, grouped according to mental ages.

38. TABLE SHOWING THE NUMBER TESTED, AVERAGE NUMBER OF ERRORS, AVERAGE DEVIATION AND STANDARD DEVIATION AT EACH MENTAL AGE

MENTAL AGE	Number of subjects	Average number of errors	Average deviation	Standard deviation
V.....	16	7.6	1.4	2.25
VI.....	35	6.1	1.8	2.34
VII.....	89	5.5	2.6	3.17
VIII.....	151	4.9	2.1	2.43
IX.....	221	4.5	2.2	2.68
X.....	166	3.7	1.8	2.17
XI.....	147	3.3	1.8	2.31
XII.....	59	3.8	1.6	1.79
XII+.....	52	2.5	1.6	2.04
XV.....	12	3.2	2.1	2.6

The results for the school children are given with the deviations in Table 39.

FIG 7-B. RECOGNITION MEMORY



100

100

100

100

39. TABLE SHOWING THE NUMBER OF SCHOOL CHILDREN TESTED, AVERAGE NUMBER OF ERRORS, AVERAGE DEVIATION AND STANDARD DEVIATION AT EACH PHYSICAL AGE

PHYSICAL AGE	Number tested	Average number of errors	Average deviation	Standard deviation
7.....	30	3.8	2.44	2.99
8.....	30	3.06	1.6	1.98
9.....	30	2.43	1.08	1.36
10.....	30	2.83	1.62	1.97
11.....	30	2.26	1.45	1.87
12.....	30	1.9	1.4	1.83

From these tables it appears that this test in its present form is too difficult for the XII year mentality to perform without two or three errors, or on the basis of the deviations, from 0 to 4 errors.

The distribution of errors is shown in Table 40.

40. NUMBER OF SUBJECTS AT EACH MENTAL AGE WHO MADE A GIVEN NUMBER OF ERRORS

NUMBER OF ERRORS	MENTAL AGE										Total
	V	VI	VII	VIII	IX	X	XI	XII	XII+	XV	
0.....	0	0	2	3	9	13	19	2	7	0	55
1.....	0	0	6	9	16	15	15	7	10	4	82
2.....	0	1	4	19	33	21	23	18	14	3	136
3.....	1	4	16	18	32	27	26	7	8	1	140
4.....	0	4	10	29	29	38	25	12	4	1	152
5.....	1	6	10	21	30	15	10	6	4	1	104
6.....	1	6	11	15	23	19	17	2	4	1	99
7.....	4	5	5	14	17	8	4	2	0	0	59
8.....	5	3	5	11	15	5	4	2	0	0	50
9.....	1	3	3	5	6	4	1	1	0	0	24
10 or more.....	3	3	17	7	11	1	3	0	1	1	47
Total.....	16	35	89	151	221	166	147	59	52	12	948

Table 41 gives the same distribution worked out in percentages for comparison.

41. DISTRIBUTION OF ERRORS BY MENTAL AGES IN PERCENTAGES

NUMBER OF ERRORS	MENTAL AGE										Total
	V	VI	VII	VIII	IX	X	XI	XII	XII+	XV	
0.....	.....	.....	2.2	2	4.1	7.8	12.9	3.4	13.5	.....	5.8
1.....	.....	.....	6.7	6	7.2	9	10.2	11.9	19.2	33.3	8.6
2.....	.....	2.9	4.5	12.6	14.9	12.6	15.6	30.5	26.9	25	14.3
3.....	6.25	11.4	18	11.9	14.5	16.3	17.7	11.9	15.4	8.3	14.8
4.....	.....	11.4	11.2	19.2	13.1	22.9	17	20.3	7.7	8.3	16
5.....	6.25	17.1	11.2	13.9	13.6	9	6.8	10.2	7.7	8.3	11
6.....	6.25	17.1	12.4	9.9	10.4	11.4	11.6	3.4	7.7	8.3	10.4
7.....	25	14.3	5.6	9.3	7.7	4.8	2.7	3.4	.....	.....	6.2
8.....	31.2	8.6	5.6	7.3	6.8	3	2.7	3.4	.....	.....	5.3
9.....	6.25	8.6	3.4	3.3	2.7	2.4	.7	1.7	.....	.....	2.5
10 or more.....	18.8	8.6	19.1	4.6	5	.6	2	.....	1.9	8.3	5
Total.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	100%

Tables 42 and 43 show the distribution of errors of the school children.

42. DISTRIBUTION OF ERRORS OF PUBLIC SCHOOL CHILDREN

NUMBER OF ERRORS	PHYSICAL AGE						Total
	7	8	9	10	11	12	
0.....	.....	4	2	2	7	4	19
1.....	9	4	4	7	3	10	37
2.....	5	3	13	7	8	7	43
3.....	3	5	4	4	7	6	29
4.....	2	7	5	5	1	1	21
5.....	4	3	1	.....	1	1	10
6.....	2	4	1	3	2	1	13
7.....	.....	.....	.....	2	1	.....	3
8.....	3	.....	.....	.....	.....	.....	3
9.....	1	.....	.....	.....	.....	.....	1
10 or more.....	1	.....	.....	.....	.....	.....	1
Total.....	30	30	30	30	30	30	180

43. DISTRIBUTION OF ERRORS OF PUBLIC SCHOOL CHILDREN  
IN PERCENTAGES

NUMBER OF ERRORS	PHYSICAL AGE						Total
	7	8	9	10	11	12	
0.....	.....	13.3	6.7	6.7	23.3	13.3	10.6
1.....	30	13.3	13.3	23.3	10	33.3	20.6
2.....	16.7	10	43.3	23.3	26.7	23.3	23.9
3.....	10	16.7	13.3	13.3	23.3	20	16.1
4.....	6.7	23.3	16.7	16.7	3.3	3.3	11.7
5.....	13.3	10	3.3	.....	3.3	3.3	5.6
6.....	6.7	13.3	3.3	10	6.7	3.3	7.2
7.....	.....	.....	.....	6.7	3.3	.....	1.7
8.....	10	.....	.....	.....	.....	.....	1.7
9.....	3.3	.....	.....	.....	.....	.....	6
10 or more.....	3.3	.....	.....	.....	.....	.....	6
Total.....	.....	.....	.....	.....	.....	.....	100%

From these tables it may be noted (1) that the school children made a better record than the group of institutional cases, but only 10 per cent. of them did it without errors; (2) that 40 per cent. of the large group made 5 or more errors; (3) that there is a steady rise in proficiency from 7 to 12 years of age for the school children and from VII to XII years mentality of the large group and that the range of deviation also decreases with increasing mental ability.

*Value of the Test.*—The contrast in the results between the careful, thoughtful selections of the school children and the haphazard choices of the mental defectives leads to the belief that the test is of value for diagnostic work. The cards never fail to excite interest both for the normal and defective children and even the younger children have no difficulty in grasping what is wanted. The ones who make a perfect record usually tell of some special detail by which they remembered the picture, e. g., the lamp in front of the church, the printed name of the dog, etc. Persons with a memory for detail are the most successful. However, the test as given is too hard and should be modified.

## 8. AUSSAGE

*Description of Test and Material.*—This test first proposed by Binet and advocated by Stern was given along the lines suggested by Healy and Fernald (5). The picture uniformly employed was that of the butcher's shop from the set of Binet-Simon pictures used in this country.

*Method of presentation.*—The examiner introduces the test in this form: "Take a good look at this picture, because when I take it away I shall ask you what you saw. I may even ask about some things that are not there." The subject is then shown the picture which is taken away promptly at the end of 15" with the question: "What did you see?" After the ideas from the free recital are exhausted the examiner begins to ask questions concerning the details of the picture and interspersed with these are questions which offer suggestions, as:

1. Did you see the electric lights?
2. Did you notice the telephone over in the corner?
3. What kind of flowers did the little girl have on her hat?
4. Was the butcher bald-headed?
5. Did you see the chicken hanging up with the other meat?  
Was it dressed or were the feathers still on?
6. Did you notice the doll in the little girl's arms? What kind of a dress did it have on?
7. Did you notice the saw hanging up behind the butcher?
8. Did you see the oranges in the woman's basket?
9. Did you see the box for meat scraps under the counter?
10. Did you see the red ribbon around the dog's neck?
11. Did you see the kitten looking around the corner of the counter? Was it a gray kitten or a white one?
12. Did you see the bananas hanging up in the ice box?  
Were they green or yellow?

*Typical Reactions.*—The type of response which may be dull or dramatic runs the entire range from limited enumeration through description to comprehensive interpretation, depending, as Binet has pointed out, largely upon the age or the mental de-



velopment of the subject. Some children reflect their school training in their full accounts told in careful English. The matter of suggestibility depends upon an innate quality. While most young children are suggestible a few are martyrs to truth in their reluctant admissions that they have not noticed the telephone and do not know what color are the flowers on the little girl's hat. Far more frequently the young child is honestly convinced that he did see a red ribbon around the dog's neck and that it is tied on one side. Still another type of response is from the subject who is trying to give the answer that will please the examiner, or thinks that details must be there or the examiner would not ask about them. Among the mentally deficient one frequently encounters the subject who monotonously answers "No" to every question or the one who eagerly accepts and enlarges upon each suggestion for example saying that he saw the chicken hanging on the wall and it was not ready to cook for the feathers were still on, and is even willing to assert that he saw an automobile outside the butcher shop. Such a subject can be led to absurd lengths in narrating the things he saw.

*Method of Scoring.*—Responses were checked under the following headings:

1. Type of response. Enumeration. Description. Interpretation.

2. Details. Number correct from free recital. Number correct by questioning. Number erroneous. Number imagined.

3. Suggestibility. Not suggestible. Somewhat suggestible. Very suggestible.

The scoring for suggestibility is loose. As the memory of the picture fades and the subject becomes more and more bewildered by the questions that are asked, the probability of accepting suggestions increases. Hence it depends to a certain extent upon the number of suggestions offered and the manner of the examiner. The method used has been to record the responses as not suggestible when none were accepted and very suggestible when a majority of the suggestions or impossible ones were accepted, or when suggestions were enlarged upon. As to the nature of the response, if partly enumerative and partly descrip-

tive it was credited as descriptive, if partly descriptive and partly interpretative, as interpretative.

*Tabulation.*—The type of the free recital has verified the proposition of Binet that young children confine themselves to enumeration, that older children give description and older still interpretation of pictures.

Table 44 shows the proportion of enumerative accounts decreasing and of interpretative accounts increasing as the mental age advances.

44. SHOWING IN PERCENTAGES THE TYPE OF RESPONSE TO THE PICTURE FOR THE MENTAL AGES, INSTITUTIONAL CASES

MENTAL AGE	Number of subjects	PER CENT.		
		Enumerative	Descriptive	Interpretative
VII.....	55	60	34.5	5.4
VIII.....	74	45.9	48.6	5.4
IX.....	151	37.7	43	19.2
X.....	136	30.1	43.4	26.5
XI.....	132	23.5	34.8	41.7
XII.....	49	10.2	47	42.8
XII+.....	49	8.2	30.6	61.2
XV.....	12	.....	50	50

Table 45 shows the number of each type of response for the public school children.

45. TYPE OF RESPONSE GIVEN BY SCHOOL CHILDREN

PHYSICAL AGE	Number tested	TYPE OF RESPONSE		
		Enumerative	Descriptive	Interpretative
7.....	30	19	11	0
8.....	30	16	13	1
9.....	30	6	21	3
10.....	30	7	17	6
11.....	30	1	18	11
12.....	30	5	14	11

While there is a decided difference in the value of the details that may be given, Table 46 indicates the number that may be expected from school children.

46. AVERAGE NUMBER OF DETAILS GIVEN BY PUBLIC SCHOOL CHILDREN OF EACH PHYSICAL AGE

PHYSICAL AGE	Average number of details
7.....	8.71
8.....	9.1
9.....	11.43
10.....	11.53
11.....	12.7
12.....	13.33

In view of the looseness of the scoring, the variations in the number of suggestions offered, and the personal equation which necessarily enters largely into the results, Table 47 can be regarded only as indicative of the tendency toward suggestibility.

47. SHOWING THE PER CENT. OF INSTITUTIONAL SUBJECTS WHO WERE NOT SUGGESTIBLE, SUGGESTIBLE, AND VERY SUGGESTIBLE AT EACH MENTAL AGE

MENTAL AGE	Number of subjects	PER CENT.		
		Not sug- gestible	Suggestible	Very sug- gestible
VII.....	55	3.6	41.8	54.5
VIII.....	74	16.2	33.8	50
IX.....	151	18.5	58.3	23.2
X.....	136	30.1	55.9	14
XI.....	132	47	45.4	7.6
XII.....	49	55.1	42.9	2
XII+.....	49	63.3	34.7	2
XV.....	12	66.7	33.3	.....

Table 48 gives the results for suggestibility of school children.

48. SUGGESTIBILITY OF SCHOOL CHILDREN AT EACH PHYSICAL AGE

PHYSICAL AGE	Number tested	SUGGESTIBILITY		
		Not suggestible	Suggestible	Very suggestible
7.....	30	7	20	3
8.....	30	2	21	7
9.....	30	6	15	9
10.....	30	1	23	6
11.....	30	7	20	3
12.....	30	10	18	2

The work at Newark and Rome was finished before the method of scoring became uniform, and was tabulated in the form shown in Table 49.

49. TABLE SHOWING SUCCESS AND SUGGESTIBILITY OF NEWARK AND ROME CASES

MENTAL AGE	Number tested	Average number giving satisfactory account		Not suggestible	Suggestible	Very suggestible
A. NEWARK CASES						
		Number	Per cent.			
VII.....	9	2	22	.....	.....	9
VIII.....	35	21	60	7	13	15
IX.....	39	29	74	5	19	15
X.....	26	24	92	12	11	3
XI.....	17	14	82	10	4	3
XII.....	3	3	100	3	.....	.....
B. ROME CASES						
VII.....	13	5	38	.....	3	10
VIII.....	*30	13	43	2	11	16
IX.....	*35	23	65	6	18	10
X.....	11	8	72	1	8	2
XI.....	8	7	87	1	6	1
XII.....	5	5	100	1	3	1

\* The degree of suggestibility is not recorded in one case, as the account given was too limited to make it probable that suggestibility could be tested fairly.

This indicates a higher proportion of very suggestible cases among the feeble-minded than among normal children of corresponding mental age.

Value of the Test.— The test is one of the most valuable and significant ones for clinical purposes. It demands “attention,

observation, retention, recall and an ability to marshal and formulate the items of experience in a verbal report." (Whipple 12.) The object is to determine the capacity of the subject faithfully to report in spoken words the results of observation. Its advantages are (1) the simple material, (2) the interest which the picture never fails to evoke. It is probable that all children are somewhat suggestible, but the retention of this trait is a characteristic of the defective mind. For this reason the test is of little value for diagnostic work with children under nine years of age, in whose cases the answers are governed by imagination rather than accurate observation, by the tendency to give the reply which the form of question calls for, and the inability to express in words impressions received. No exact-method of using the test is offered here. The estimation of the result as well as the method of questioning must be left with the examiner. In offering an insight into some phases of mental life this test fills a place untouched by any of the others. The ability to give a correct account of past events or experiences, and the independence and reliability of thought, both socially important traits, are measured to some extent.

## 9. PICTORIAL COMPLETION

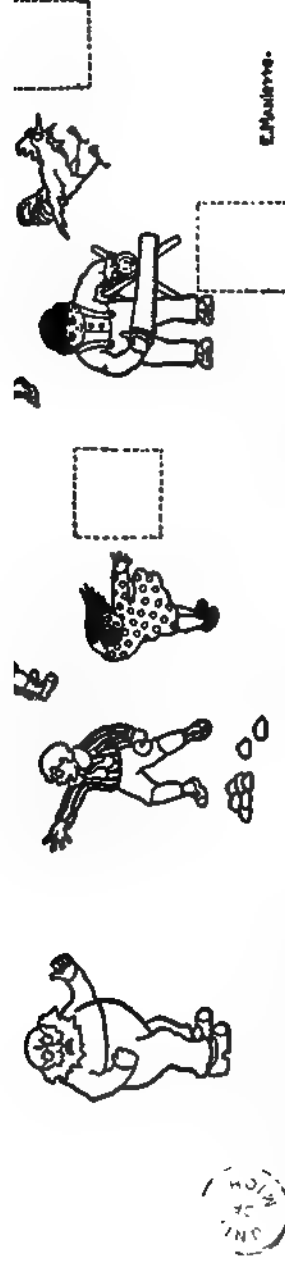
*Description of Test and Material.*— This test by Healy (4) is a bright picture on a uniformly colored background which suggests ten distinct activities, each one incomplete due to a square that has been cut from it. To fill in these square spaces there is a choice of 40 small pictures and 5 blanks any one of which will fit into any one of the spaces. Since no clue is given either by the color of the background or the shape of the pieces, the completion of each situation depends entirely upon the ideas expressed in the pictures.

*Method of Presentation.*— The subject is led by questions to see the requirements for one situation, and is then left to his own devices to fill out the others. No suggestions as to a time element were made in this test, which is in accordance with Healy's conclusion that within reasonable limits the time is not of great importance. After the subject says he has finished he is given one more chance to make corrections. Then he is asked the reasons for his selections.

*Typical Reactions.*— The errors may be divided into the reasoning and unreasoning type. Healy has designated the following as rational: The unbroken window in place of the broken one; the baseball in place of the football; standing bird in place of the flying one; mouse or cat by the chicken; the cat walking away in place of the cat approaching the milk; purse in place of the hat; axe in place of the log on account of the strong association between the saw and the axe; baby under the tree in place of the basket, as the man is bringing him an apple. Whatever may be said in extenuation of these mistakes there is certainly enough logic in the correct choices to justify the expectation that thoughtful young persons will make them.

On the other hand there are unreasoning errors where the haphazard performance results in such incongruous situations as the mild, yellow, sleeping cat made to chase an obviously terrified boy, or the red fish hanging in the air under the tree.

Healy points out that as the picture was designed for children the situations are somewhat exaggerated and hence not satisfac-



From "The Individual Delinquent"  
by William Healy, Copyright  
1915, by Little, Brown & Co.,

FIG. 8 PICTORIAL COMPLETION TEST

E. Healy.





tory to the adult mind, which has the further disadvantage of trying to read more into the picture than its face value. The Bureau observes that children do not criticise the pictures as do adults to justify themselves for the errors which they make.

*Method of Scoring.*—The kind and number of errors are recorded and notes made upon the performance, the method of work and kind of reasoning employed being of great importance.

*Tabulation.*—The pictorial completion test was used at Newark, at Albany, for part of the work at Troy and at Hudson and with the public school children. It calls for a degree of shrewdness in the combination of possibilities in which orphan asylum children have no training, which may account for the superiority of attainment of Healy's groups. He states (3, p. 111): "At 11 years this test should be readily accomplished with not more than 1 or 2 final errors, and certainly not more than 1 illogical error. The median or average performance for all in the group of those ordinary in ability above 10 years, is 1 final error and no logical error."

Table 50 shows the distribution of errors for each of the mental ages with the median falling in the italicized groups.

50. DISTRIBUTION OF ERRORS BY MENTAL AGES

NUMBER OF ERRORS	MENTAL AGE								Total
	VII	VIII	IX	X	XI	XII	XII +	XV	
0.....	.....	.....	2	4	6	5	5	2	24
1.....	.....	4	7	7	10	8	14	.....	50
2.....	.....	6	19	17	22	11 <i>M</i>	9 <i>M</i>	.....	84
3.....	.....	4	16	21	20 <i>M</i>	5	13	1	80
4.....	6	7	34 <i>M</i>	23 <i>M</i>	19	7	5	1	101
5.....	6	13	28	22	8	1	4	1	83
6.....	6	16 <i>M</i>	13	15	4	1	1	.....	56
7.....	6	8	24	9	3	.....	.....	.....	50
8.....	5	9	12	7	3	1	.....	.....	37
9.....	6 <i>M</i>	15	4	1	1	.....	.....	.....	27
10.....	17	13	12	1	.....	.....	.....	.....	43
Failure*	14	10	.....	.....	.....	.....	.....	.....	24
Total.....	66	105	171	126	96	39	51	5	659

\* Failure scored instead of number of errors.

That this is considerably affected by the feeble-minded subjects is shown by Table 51, where the median of error for the feeble-minded is markedly lower than for normal children of corresponding mental ages.

51. COMPARISON OF RESULTS AT NEWARK WITH THOSE AT ALBANY AND TROY

NUMBER OF ERRORS	MENTAL AGE													
	VII		VIII		IX		X		XI		XII		XII+	
	A & T	N	A & T	N	A & T	N	A & T	N	A & T	N	A & T	N	A & T	N
0.....					2	.....	3	1	2	1	3	...	2	...
1.....			3	.....	6	.....	4	.....	3	1	4	...	1	...
2.....			4	.....	8	.....	8	.....	7	2	5M	1	1	...
3.....			1	1	7	2	11M	.....	4M	4M	2	...	4	...
4.....	5	.....	2	2	15M	5	8	5	6	2	3	.....	.....	.....
5.....	3	.....	5	3	11	3	7	3	3	1	.....	1	.....	.....
6.....	1	1	10M	2	6	2	3	6M	1	.....	.....	.....	.....	.....
7.....	4M	1	2	4	3	10M	1	5	.....	2	.....	.....	.....	.....
8.....	2	2	3	6	4	7	1	4	.....	1	.....	1	.....	.....
9.....	3	2	1	10M	.....	2	.....	.....	.....	.....	.....	.....	.....	.....
10.....	8	9M	1	11	1	10	.....	1	.....	.....	.....	.....	.....	.....
Total..	26	15	32	39	63	41	46	25	25	14	17	3	8	0

Table 52 gives the comparison between the children in the two orphan asylums and the public school children of corresponding physical ages, and shows no constant variation although in Table 53 the public school children failed to do as well as the orphan asylum children.

52. COMPARISON OF RESULTS AT ALBANY AND TROY WITH SCHOOL CHILDREN OF CORRESPONDING PHYSICAL AGES

NUMBER OF ERRORS	A & T	PS	A & T	PS	A & T	PS	A & T	PS	A & T	PS	A & T	PS
	VII	7	VIII	8	IX	9	X	10	XI	11	XII	12
0.....				.....	2	3	3	2	2	2	3	.....
1.....		1	3	1	6	3	4	3	3	6	4	4
2.....		.....	4	3	8	4	8	4	7	2	5M	4
3.....		.....	1	4	7	8M	11M	3	4M	7M	2	7M
4.....	5	3	2	4	15M	4	8	7M	5	6	3	7
5.....	3	4	5	3M	11	4	7	6	3	7	.....	2
6.....	1	3	10M	4	6	1	3	1	1	.....	.....	2
7.....	4M	4M	2	3	3	2	1	3	.....	.....	.....	3
8.....	2	3	3	5	4	1	1	.....	.....	.....	.....	.....
9.....	3	7	1	3	.....	.....	.....	1	.....	.....	.....	1
10.....	8	5	1	.....	1	.....	.....	.....	.....	.....	.....	.....
Total.....	26	30	32	30	63	30	46	30	25	30	17	30

53. AVERAGE NUMBER OF ERRORS OF ALBANY AND TROY CHILDREN COMPARED WITH THOSE OF PUBLIC SCHOOL CHILDREN OF CORRESPONDING PHYSICAL AGE

MENTAL AGE	ALBANY AND TROY		PHYSICAL AGE	PUBLIC SCHOOL CHILDREN	
	Number tested	Average number of errors		Number tested	Average number of errors
VII.....	26	7.4	7.....	30	7.2
VIII.....	32	5.1	8.....	30	5.4
IX.....	63	4.1	9.....	30	3.3
X.....	46	3.3	10.....	30	3.8
XI.....	25	2.8	11.....	30	3
XII.....	17	1.9	12.....	30	3.8

Success with this test seems to depend upon qualities that are lacking in the mentally defective, as a higher average of error is shown by them than by normal children of corresponding mentality as indicated by Table 54.

54. AVERAGE NUMBER OF ERRORS OF WOMEN AT NEWARK BY MENTAL AGES

MENTAL AGE	Number tested	Average number of errors
IV.....	1	10
V.....	2	9.5
VI.....	10	8.8
VII.....	15	9.06
VIII.....	39	8.05
IX.....	41	7.24
X.....	25	5.92
XI.....	14	3.71
XII.....	3	5

It may be noted in Table 51 that two Newark cases did the puzzle without errors, and one with only one. These are high grade girls who are in the institution on account of social failure rather than low mentality. Healy found that 15 of the brightest Vineland cases ranging in age from 16 to 33 showed the median of total errors to be 5, the median of illogical errors 4, with a range in total errors from 1 to 7, and illogical from 0 to 7.

*Value of the Test.*— This test was originated to embody the points of the Ebbinghaus completion tests and at the same time be independent of the use of language on the part of the subject. With no guide except the meaning of the picture he must choose from forty pictures the ten that shall best fill the spaces. The ability to see the relationship between disconnected factors and the skill to follow incomplete situations to their logical conclusions belong to a high order of mentality, and the individual who demonstrates this ability by a good record with the pictorial completion test may generally speaking be considered to have a normal mentality. The reverse, however, does not hold as is shown by records of ninety-five Wellesley College girls who had a range of error from 0 to 8 with a median total of 2 errors. As a criterion of independent logical reasoning this test stands high.

## 10. TELLING TIME

*Description of Test and Material.*—A cardboard clock face, the dial  $4\frac{1}{2}$  inches in diameter on a card  $5\frac{1}{2}$  inches square, with Roman numerals and with movable hands is used. This is easier than a small watch face.

*Method of Presentation.*—The test is prefaced with the question, "Can you tell time?" The test is then made for four positions of the hands. First at an even hour, then at half past the hour, third at 20 or 25 minutes of the hour and fourth at something past; the first two combinations are arranged by the examiner, care being taken to present the dial with the XII at the top, while the subject makes the arrangement for the last two.

*Typical Reactions.*—The even hour and half hour combinations are naturally the easiest, especially at the hours which have some special significance to the children, nine o'clock when school begins, half past three when it is over; twelve o'clock is probably learned first. The functions of the long and short hands are frequently confused.

*Method of Scoring.*—Credit is given only when all four combinations are given correctly to the large divisions, i. e. 10 minutes of 10 when the hand actually points to 9 minutes of 10. Partial success is not considered as it is desired to know when the subject is actually mastered.

*Tabulation.*—Orphan asylum children make up a group peculiarly untaught in the matter of telling time since they depend upon the signal of a bell, rather than upon a clock, for their daily routine; and for this reason the results presented in this table would probably not be borne out by children living a normal home life. However, it appears that there is a certain point where children know how to tell time regardless of its value to them which, it is surprising to find, does not come until an XI mentality is attained. Table 55 shows a uniformity of results in the three orphan asylums, and is valuable in showing where the ability to tell time, independent of special teaching, arises.

55. ABILITY OF ORPHAN ASYLUM CHILDREN AT DIFFERENT MENTAL AGES TO TELL TIME

ORPHAN ASYLUM	VII			VIII			IX			X		
	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ssful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ssful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ssful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ssful
Troy.....	25	.....	.....	18	2	11.1	42	12	28.5	26	18	69.2
Albany.....	18	.....	.....	23	2	8.7	26	6	23.1	23	13	56.5
St. Vincent's.....	31	.....	.....	38	3	7.9	59	23	39	38	23	60.5
Total.....	74	.....	.....	79	7	8.9	127	41	32.3	87	54	62.1

ORPHAN ASYLUM	XI			XII			XII +			XV		
	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ssful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ssful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ssful	Num- ber tested	Num- ber suc- cessful	Per cent. succe- ssful
Troy.....	29	27	93.1	6	6	100	9	9	100	.....	.....	.....
Albany.....	17	16	94.1	13	13	100	3	3	100	.....	.....	.....
St. Vincent's.....	31	25	80.6	10	10	100	34	34	100	1	1	100
Total.....	77	68	88.3	29	29	100	46	46	100	1	1	100

Table 56 gives the records for 118 Hudson cases which show that these girls who presumably have spent part of their lives outside an institution have not all learned to tell time and that it depends upon mental development rather than upon physical age.

56. NUMBER OF HUDSON TRAINING SCHOOL GIRLS TESTED, NUMBER AND PER CENT. SUCCESSFUL IN TELLING TIME AT EACH MENTAL AGE.

MENTAL AGE	Number tested	Number successful	Per cent. successful
VIII.....	7	0	0
IX.....	20	11	55
X.....	30	22	73.3
XI.....	31	22	71
XII.....	13	12	92.3
XV.....	7	7	100

Figures on this subject are given in the Report of the Commission to Investigate Provision for the Mentally Deficient (8) for 536 feeble-minded and epileptic almshouse inmates, of whom 266 or 49 per cent. were able to tell time, while 270 failed. Two hundred and seventy-five of the number were males of whom 160 or 58 per cent. were successful, and 261 were females of whom 106 or 41 per cent. succeeded. The average of success is probably raised by the epileptics who in many cases have retained their mental powers to a considerable degree.

*Value of the Test.*— In field work investigators require some simple questions to throw light upon suspected mental defect. Two such questions which have proved useful are: “How much is nine cents from a quarter?” and “What time is it?”

## 11. ANTONYMS

*Description of Test and Material.*— With the 1908 form of the Binet-Simon Measuring Scale for Intelligence Healy's (5) modification of the Thorndike list of antonyms was used. Later in the work the 1911 American revision of the Scale was adopted which includes the Thorndike list. This follows with Healy's words in parentheses:

good	loud	like (dead)	empty (war)
outside	white (black)	rich	war (empty)
quick	light	sick	many
tall	happy	glad	above
big	false (cheap)	thin	friend

*Method of Presentation.*— The test was uniformly given orally with this explanation: "When I say one word I want you to say the word that means just the opposite, so when I say *hot* what will you say?" After the subject understands the problem the list is gone through rapidly.

*Typical Reactions.*— For success with the antonym test two essential qualities are (1) the ability to hold the idea of giving opposites, and (2) the ability to select the word from one's vocabulary which contains the idea opposite to that of the given word. Mental defectives fail most often to hold the idea and the first lapse in giving opposites frequently sidetracks the remainder of the performance. Normal children on the other hand, even the seven year olds, seem to have little difficulty in this respect, and although they may be unable to think of the opposite of word after word, they give the correct answer as soon as they reach a word within their mental range. It frequently happens, too, that a similar may be given, followed directly by the correct opposites for the following words. Thus a normal mind can retrieve, a deficient mind usually cannot.

That children reduce the words to concrete form before they think of the opposites is indicated by the choice of the opposites. Young children invariably give *fat* as the opposite of *thin*, while a few of the twelve year olds give *stout*. *Thick* is given only in a



few cases. The children often give *small* as the opposite of *tall*, possibly associating the word with themselves. One seven year old child gave *naughty* as the opposite of *good*.

Occasionally the association of ideas is of interest as in the case of the girl in the institution who gave *trouble* as the opposite of *outside*. Another case described as No. 37 in Bulletin No. simply naming words fell into rhymes frequently as ‘porch, pouch, couch, ouch’, with the remark, ‘That’s a good one’. He could not, however, hold the idea of the opposites”. This boy was sixteen years of age with a mentality of IX. Some subjects cannot retain the idea of giving opposites longer than the time it is actually being explained. Rhymes are sometimes given.

*Method of Scoring.*—Seventeen correct answers are necessary for success with the antonyms. The kind of failure is noted, whether the subject lapses into similars, or gives mere associations. When the subject cannot retain the idea for more than the first few words the test is recorded as a failure and no more time is spent unless continuation is likely to become illuminating from some other point of view.

*Tabulation.*—To determine the expectation of success Table 57 was arranged to show those successful at each physical and mental age.

57. NUMBER TESTED, NUMBER AND PER CENT. SUCCESSFUL AT EACH PHYSICAL AND MENTAL AGE

PHYSICAL AGE	Number tested	Number successful	Per cent. successful	MENTAL AGE	Number tested	Number successful	Per cent. successful
6.....	1	.....	.....	.....	.....	.....	.....
7.....	3	.....	.....	.....	.....	.....	.....
8.....	8	.....	.....	VIII.....	24	1	4.2
9.....	24	3	12.5	IX.....	153	14	9.1
10.....	34	8	23.5	X.....	162	35	21.6
11.....	40	12	30	XI.....	154	81	52.6
12.....	36	10	27.8	XII.....	45	34	75.5
13.....	63	31	49.2	XII+.....	63	42	66.6
14.....	60	25	41.7	.....	.....	.....	.....
15.....	51	16	31.4	XV.....	16	15	93.7
16.....	52	23	44.2	.....	.....	.....	.....
17.....	51	20	39.2	.....	.....	.....	.....
18.....	40	23	57.5	.....	.....	.....	.....
19.....	28	9	32.1	.....	.....	.....	.....
20 or over.....	126	42	33.3	.....	.....	.....	.....
Total.....	617	222	36	.....	617	222	36

The classification by mental development is more consistent than the one by chronological ages, due to the subjects upon whom the test was tried, as most of those over fourteen were either known or suspected to be feeble-minded.

Table 58 which gives the results with the public school children shows that with them the eleven year children came close to the twelve year olds in their success with the test.

58. NUMBER OF PUBLIC SCHOOL CHILDREN TESTED, NUMBER AND PER CENT. SUCCESSFUL

PHYSICAL AGE	Number tested	Number successful	Per cent. successful
7.....	30	.....	.....
8.....	30	8	26.6
9.....	30	15	50
10.....	30	15	50
11.....	30	25	83.3
12.....	30	26	86.6

The next question under consideration is the relative difficulty of the words. Below, the words are arranged in order of difficulty upon the basis of the per cent. of failures. Owing to the substitution of three words by Healy there are twenty-three words to be considered.

59. WORDS ARRANGED ACCORDING TO DIFFICULTY WITH PER CENT. OF FAILURES

WORD	Per cent. of failures	WORD	Per cent. of failures
1. good.....	2.8	13. dead.....	20.5
2. outside.....	3.5	14. sick.....	21.8
3. rich.....	3.9	15. loud.....	25.1
4. thin.....	8.6	16. happy.....	28.1
5. big.....	12.1	17. glad.....	34.2
6. empty.....	13.6	18. like.....	38.7
7. light.....	14.3	19. cheap.....	46.1
8. black.....	14.3	20. friend.....	50.6
9. white.....	15.2	21. many.....	57.1
10. quick.....	15.8	22. war.....	60.4
11. tall.....	16.4	23. false.....	71.6
12. above.....	18.6		

From this it appears that there was little advantage in changing *white* to *black*. *False* proved to be the hardest word on the list with 71 per cent. of failure, while *cheap*, which Healy has

put in its place is well toward the end of the list with 46 per cent. failure. *Dead* is somewhat easier than *like* for which it is substituted.

As *false* and *war* are the hardest words on the list, a study was made to see what would be the effect if credit were given for these two words. Table 60 gives the result.

60. TABLE SHOWING INCREASED NUMBER WHO PASSED WHEN GIVEN CREDIT FOR THE HARD WORDS FALSE AND WAR

MENTAL AGE	Number tested	Number successful anyway	Number made successful when false and war were allowed	Total now successful	Per cent. previously successful	Per cent. now successful
VIII.....	24	1	1	2	4.2	8.3
IX.....	153	14	5	19	9.1	12.4
X.....	162	35	20	55	21.6	34
XI.....	154	81	22	103	52.6	66.9
XII.....	45	34	2	36	75.5	80
XII+.....	63	42	4	46	66.6	73
XV.....	16	15	1	16	93.7	100

Further study shows that of all persons asked to tell the antonym of "*false*," only 58 succeeded, and 55 of these were over twelve years old physically. Mentally the largest number fell at XI years, although not a single one was eleven years old physically. In other words, the idea involved in *false* could be treated by XI year children if they knew the word, but this word comes into the vocabulary relatively late, and persons must be thirteen or more years of age before they can be expected to know the word *false* in relation to its antonym. If 75.5 per cent. of XII year persons can pass the antonym test with all the present difficult words in it, it would not be impossible, by substituting somewhat easier words for those of greatest difficulty, to make a list of antonyms which would be distinctly a twelve year test.

*Value of the Test.*—The test is one for which a ready use of the English language is essential. Where no language difficulty exists the test is a valuable one, since it deals directly with mental content, with the ability to repress irrelevant ideas, and to maintain a definite train of thought. It calls exclusively for abstract thought which accompanies mature mental development.

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**REPORT**  
**OF THE**  
**COMMITTEE ON THE PLACING OUT OF CHILDREN**

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[547]





## REPORT

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*To the State Board of Charities:*

Your Committee on the placing out of children reports that from October 1, 1905, to October 1, 1912, the Department of State and Alien Poor had only one inspector to visit children placed in family homes and that it was then possible for her to visit each new placement once and also keep in touch with foster homes previously visited. As the number of children placed out increased annually, it became impossible for her to inspect promptly the new foster homes and therefore a second inspector was appointed on October 1, 1912.

Since that time and during the fiscal year 1913-1914, the foster homes in every county in the State have been visited. The inspection is practically an inquiry into the condition of the foster home, the daily life of the child and its future prospects, to determine the exact environment in which the child is placed. If the child has arrived at the age of discretion he is interviewed either in the home or at school. Particular attention is given to his physical condition, clothing, and bedroom and to the amount of manual labor performed, the hours given to sleep and recreation, and the attitude of the family toward him. The tests for mental ability are frequently used and occasionally the history of the child's family is traced, charted and placed on file in the Bureau of Analysis and Investigation. Most of the placed-out children visited during the year were found in good homes, where they will receive more than ordinary care and a share of the family affection. Some, however, were found in homes where they were sadly overworked and others in homes of low moral standard. From both these classes of foster homes the removal of the children was ordered.

In addition to the visitational work of these inspectors, they have interviewed the poor law officials and explained the State Charities Law relative to the placing out of dependent children. As changes follow each election, these officials must be visited each year.

From their reports it is evident that the standard of boarding homes for babies is not satisfactory. No woman should be permitted to board more than two babies as more than that number may result in neglect. It is recommended that a copy of Dr. Holt's book on the care and feeding of infants be provided for every woman who boards a baby under one year of age.

The practice of some overseers of boarding more than three children in one home is not approved. Closer and more constant supervision should be maintained by the local authorities over the homes where very young dependent children are placed. It is frequently found that children are taken into homes for the work they can do and that many of the boys and girls who are in isolated farm homes are greatly overworked and have few opportunities for pleasure or the ordinary enjoyments of home life. This abuse can be prevented by the local officials. The children should be more carefully supervised and removed when it is found that they are required to perform labor which would be difficult for an adult.

It is observed there is a gradual decrease in the yearly record of placements by poor law officials. Instead, children legally free are surrendered to organized agencies and to institutions for placement. Institutional placing out relieves the poor law officials of a great share of responsibility and surrender to an organized agency often frees the county of undesirable children — the offspring of degenerate and not infrequently of mentally weak parents.

The growth of county agencies for the placing-out work is noted. A number of counties have branch agencies of the central organization of the State Charities Aid Association of New York City. The county agents usually are well trained in this particular field of work and prepared to render efficient service.

Erie, Jefferson, Schenectady, Onondaga and Westchester counties have Children's Departments wholly maintained by these counties. In both Erie and Westchester four experienced agents are employed for the investigation of prospective foster homes, the placement of children and their after-supervision. The boarding-out system is also used for the younger children. It is of valuable assistance in fitting children for the foster home

and is also used until ready for self-supporting in the case of children for whom no free home is available.

Of the organized placing-out agencies in this locality, there is the Children's Aid Society, New York City, which has branch service in Rochester and Hornell, Steuben county. This society cooperates with poor law officials and institutions wherever possible and places children in New York State and in other states. The Catholic Home Bureau, New York City, also an organized placing-out agency, cooperates with the institutions in New York City and Brooklyn, and has placed a large number of children in family homes.

The entire placing-out work of the State is reported to the State Board of Charities with the exception of that done by the Children's Aid Society, New York City. As every dependent child is a public ward the State Board of Charities is required by law to maintain records and to supervise the foster homes of these wards, but until the Children's Aid Society, New York City, reports its placements regularly the records will be incomplete for this reason.

All agents, institutions, and societies placing out children should be required to send to this Board each month lists of the changes which occur. This will save much travel and expense. These lists should have more detailed and specific information than is now sent, in regard to the homes and the children, for it is evident that the full duty of the State towards its wards will not be discharged until every dependent child in a foster home has a proper opportunity for development into useful citizenship, or until all the essential facts of its family history are on the State's record of placed-out children.

Your Committee calls attention to the fact that although State supervision ceases when the child is sixteen years of age, this age is one when careful oversight is most needed by boys and girls.

Respectfully submitted,

THOMAS M. MULRY,  
D. M. BURDIOK,  
HERMAN RIDDER,

*Committee.*

Dated, NEW YORK CITY,  
October 14, 1914.

## APPENDIX TO REPORT OF THE COMMITTEE ON PLACING OUT CHILDREN

### STATISTICS GATHERED FROM THE CHRONOLOGICAL REGISTER OF CHILDREN PLACED OUT, VOLUME I

Number of boys placed out.....	2,938
Number of girls placed out.....	2,888
Sex not given . . . . .	20
	<hr/>
Total . . . . .	5,846
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Two thousand four hundred and thirty-six placements were made by public officials and 2,422 by private societies. The placing-out work is about equally divided between public and private agencies.

### TABLE SHOWING BY WHOM CHILDREN WERE PLACED OUT

Superintendent of poor . . . . .	948
Overseer of poor . . . . .	212
Supervisor . . . . .	3
Judge . . . . .	1
Police justice . . . . .	1
Member of Assembly . . . . .	2
Sheriff . . . . .	1
County agents . . . . .	1,268
Catholic Home Bureau . . . . .	1,828
Children's Aid Society . . . . .	211
State Charities Aid Association . . . . .	22
Society for the Prevention of Cruelty to Children . . . . .	8
Institution . . . . .	337
Priest . . . . .	1
Unlicensed agent . . . . .	15

Illegally (by Mrs. Billington, Fultonville, N. Y.) . . . . .	9
Not given . . . . .	979
<hr/>	
Total . . . . .	5,846
<hr/>	

Some of the placements reported as made by superintendents of poor were probably made by county agents.

COUNTIES

The number of placements reported from the different counties seems to vary according to the efficiency of work for children in those counties rather than according to proportion of dependent children. It does not seem that the poor law officers in the following counties are doing much for the dependent children in their care.

Cayuga . . . . .	1	Oneida . . . . .	0
Chenango . . . . .	4	Ontario . . . . .	4
Columbia . . . . .	1	Orleans . . . . .	3
Dutchess . . . . .	1	Putnam . . . . .	4
Greene . . . . .	0	Saratoga . . . . .	0
Lewis . . . . .	2	Seneca . . . . .	3
Livingston . . . . .	1	Sullivan . . . . .	4
Madison . . . . .	3	Washington . . . . .	1
Niagara . . . . .	1		

TABLE SHOWING COUNTIES FROM WHICH CHILDREN WERE PLACED OUT

Albany . . . . .	168	Cortland . . . . .	10
Allegany . . . . .	29	Delaware . . . . .	32
Broome . . . . .	14	Dutchess . . . . .	1
Cattaraugus . . . . .	7	Erie . . . . .	955
Cayuga . . . . .	1	Essex . . . . .	35
Chautauqua . . . . .	5	Franklin . . . . .	55
Chemung . . . . .	62	Fulton . . . . .	6
Chenango . . . . .	4	Genesee . . . . .	8
Clinton . . . . .	24	Greene . . . . .	0
Columbia . . . . .	1	Hamilton . . . . .	6

Herkimer . . . . .	10	St. Lawrence . . . . .	32
Jefferson . . . . .	12	Saratoga . . . . .	0
Kings . . . . .	1,331	Schenectady . . . . .	47
Lewis . . . . .	2	Schoharie . . . . .	8
Livingston . . . . .	1	Schuyler . . . . .	12
Madison . . . . .	3	Seneca . . . . .	3
Monroe . . . . .	20	Steuben . . . . .	7
Montgomery . . . . .	20	Suffolk . . . . .	101
Nassau . . . . .	93	Sullivan . . . . .	4
New York . . . . .	204	Tioga . . . . .	16
Niagara . . . . .	1	Tompkins . . . . .	10
Oneida . . . . .	0	Ulster . . . . .	12
Onondaga . . . . .	359	Warren . . . . .	78
Ontario . . . . .	4	Washington . . . . .	1
Orange . . . . .	111	Wayne . . . . .	19
Orleans . . . . .	3	Westchester . . . . .	162
Oswego . . . . .	66	Wyoming . . . . .	8
Otsego . . . . .	41	Yates . . . . .	14
Putnam . . . . .	4	Not given . . . . .	1,463
Queens . . . . .	3		
Rensselaer . . . . .	6	Total . . . . .	5,846
Richmond . . . . .	72		
Rockland . . . . .	60		

The Register contains the names of children placed out in New York State by the Catholic Home Bureau, but not by the Children's Aid Society. Hence the placements made last year from the Hawley Home in Saratoga county, consisting of six county charges who were turned over to the Children's Aid Society for placement, are not contained in the book, although if the Superintendent of Poor had placed these public charges they would be recorded in the register, or if the children had chanced to be Catholic and had been turned over to the Catholic Home Bureau for placement, their names would also appear on the book. As it is, the six county charges from Saratoga county have passed out of the supervision of the State Board of Charities, because of the accident of religion or of the special manner of placing-out.

NATURE OF AGREEMENT

The terms used to define the nature of the agreement are not mutually exclusive. For instance a child might be placed in a free home on a verbal or a written agreement. There is no exact information as to whether children who were placed out for adoption were actually adopted at the end of the probationary period.

TABLE, SHOWING THE NATURE OF AGREEMENT

Nature of agreement not given.....	2,847
Children placed for adoption.....	1,107
Written agreement.....	705
Boarded out.....	450
Verbal agreement.....	322
Indenture.....	198
Service (paid or unpaid).....	115
Free homes.....	97
Temporary.....	5
	<hr/>
Total.....	5,846
	<hr/> <hr/>

Under written agreements were included mainly cases in which a "written application" was reported.

The law requires that children shall be placed with persons of the same religious faith as the children, wherever practicable. Violations of this law have occurred, but are infrequent, and relate chiefly to the placement of infants in temporary boarding homes.

VIOLATIONS OF ARTICLE 16, SECTION 305, OF CHAPTER 55 OF THE  
CONSOLIDATED LAWS

Number of Protestants placed with Catholics.....	14
Number of Catholics placed with Protestants.....	36
Number of Jews placed with Protestants.....	8
	<hr/>
Total.....	53
	<hr/> <hr/>

## AGES

The ages of children placed out are given except in 206 cases, 54 per cent. of the children were over nine years of age when placed out; 25 per cent. were under five years of age; 526 children were 14 years of age. The placements, therefore, do not appear to have occurred so largely during the early youth of the children as is deemed desirable. It must, however, be borne in mind that the calamity which renders children dependent does not always overtake them in infancy. One hundred and twenty-two of the placements reported were for persons from 17 to 30 years of age. Several of these were reported from Albany county.

TABLE SHOWING THE AGES OF CHILDREN PLACED OUT

Under one year .....	326	Fifteen years .....	348
One year .....	294	Sixteen years .....	194
Two years .....	295	Seventeen years .....	74
Three years .....	234	Eighteen years .....	26
Four years .....	251	Nineteen years .....	13
Five years .....	217	Twenty years .....	3
Six years .....	281	Twenty-one years .....	1
Seven years .....	282	Twenty-two years .....	2
Eight years .....	251	Twenty-five years .....	1
Nine years .....	257	Twenty-seven years .....	1
Ten years .....	377	Thirty years .....	1
Eleven years .....	383	Not given .....	206
Twelve years .....	520		
Thirteen years .....	482	Total .....	5,846
Fourteen years .....	526		

The record book does not show clearly from where the children are placed out, whether from their homes, from temporary homes or from institutions. Two thousand one hundred and sixty-two are reported as placed out from institutions, but this figure is certainly too small to show the total placements from institutions.

It would be important to know the length of time spent by each child in an institution. A column is provided for this information, but it has been obtained in only 176 of the cases reported.



The returns are so incomplete that no deductions can be safely drawn from them.

TABLE SHOWING THE LENGTH OF TIME SPENT IN INSTITUTIONS  
BY CHILDREN WHO WERE PLACED OUT

Less than one month...	15	Three years .....	14
One month .....	8	Four years .....	13
Two months .....	3	Five years .....	13
Three months .....	9	Six years .....	10
Four months .....	5	Seven years .....	7
Five months .....	2	Eight years .....	5
Six months .....	3	Nine years .....	6
Seven months .....	0	Ten years .....	2
Eight months .....	2	Eleven years .....	8
Nine months .....	2	Twelve years .....	2
Ten months .....	3	Thirteen years .....	2
One year .....	18		
Two years .....	24	Total . . . . .	176

The placements of children who have been eleven years in an institution appear to be greatly in excess of those who have been ten or twelve years in institutions. This is due to the fact that so small a number of cases is considered.

A true table would doubtless show a decreasing series from beginning to end. Of the 176 cases reported, one-quarter was removed from institutions within seven months of admission and one-half in less than three years after admission.

#### OCCUPATIONS OF FOSTER PARENTS

The records showing the occupations of foster parents is incomplete by 1,630 cases. Nine cases on the book, recorded as placements *out* were really placements *in*, since the child was committed to the care of a member of a cloistered religious order. In the United States farmers represent about 34 per cent. of the population. In New York State, on account of the great size of some of its cities, the proportion of farmers must be considerably less.

than 34 per cent. Nevertheless, farmers have taken more than one-third of all the children placed out, which is more than their logical share. Persons classified as laborers took 296 of the children placed out. Artisans and railroad men appear to have a generous disposition toward unfortunate children, while the learned professions are scarcely represented in proportion to their numbers. On the whole, it does not appear to be those who are best able to take children who assume the added burden of their care, but those who, from charitable motives, share their humble homes with children more destitute than themselves. Eight charwomen, 8 domestics, 14 cigar makers, 16 janitors, 20 watchmen, 29 launderers, 78 drivers and 25 mill hands took children. Twenty policemen took children, presumably those who had aroused their sympathy in the course of their occupation. Among the learned professions we find that clergymen lead, having received in their homes 38 placed-out children, while physicians received 34, teachers, 20, lawyers, 18 and dentists, 5. Musicians took 9 children, artists took none and authors took one. Foremen, blacksmiths, carpenters, clerks, contractors, painters and tailors average well in the number of children taken. Liquor dealers made homes for 27 children. When children were placed out to women, the occupation of the head of the family was oftentimes not given and such placements are grouped under the head of housewife. Three hundred and forty-five placements are reported in this ill-defined category.

TABLE SHOWING THE OCCUPATIONS OF FOSTER PARENTS

Attendant . . . . .	8	Captain . . . . .	2
Bookkeeper . . . . .	20	Carpenter . . . . .	73
Automobiles . . . . .	12	Caterer . . . . .	7
Baker . . . . .	20	Charwoman . . . . .	8
Barber . . . . .	25	Cigars . . . . .	14
Blacksmith . . . . .	31	Clerk . . . . .	73
Boarding house . . . . .	17	Coal . . . . .	9
Butcher . . . . .	27	Confectioner . . . . .	5
Cabinet maker . . . . .	13	Contractor . . . . .	32
Banker . . . . .	8	Cooper . . . . .	5
Bridge hand . . . . .	8	Cutter . . . . .	6

## STATE BOARD OF CHARITIES

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Dentist . . . . .	5	Merchant . . . . .	153
Doctor . . . . .	34	Milk . . . . .	10
Domestic . . . . .	8	Mill . . . . .	25
Dressmaker . . . . .	24	Miner . . . . .	26
Driver . . . . .	78	Minister . . . . .	38
Druggist . . . . .	5	Miscellaneous not given	1,630
Electrician . . . . .	18	Motorman . . . . .	5
Engineer . . . . .	44	Moulder . . . . .	17
Farmer . . . . .	1,641	Musician . . . . .	9
Fireman . . . . .	34	Nurse . . . . .	6
Florist . . . . .	4	Nursery . . . . .	3
Foreman . . . . .	42	Oiler . . . . .	6
Gardener . . . . .	15	Oysters . . . . .	9
Glass . . . . .	8	Painter . . . . .	33
Grocer . . . . .	32	Patterns . . . . .	5
Hotel . . . . .	16	Plumber . . . . .	18
Householder . . . . .	5	Police . . . . .	20
Housewife . . . . .	345	Printer . . . . .	12
Inspector . . . . .	20	Railroad . . . . .	102
Institution . . . . .	9	Real estate . . . . .	22
Insurance . . . . .	7	Retired . . . . .	44
Janitor . . . . .	16	Roofer . . . . .	7
Jeweler . . . . .	4	Salesman . . . . .	48
Laborer . . . . .	296	Secretary . . . . .	4
Launderer . . . . .	29	Shoes . . . . .	8
Lawyer . . . . .	18	Skilled . . . . .	32
Lighthouse . . . . .	3	Stationary engineer . .	9
Liquor . . . . .	27	Stone cutter . . . . .	6
Livery . . . . .	10	Tailor . . . . .	25
Machinist . . . . .	55	Teacher . . . . .	20
Mail . . . . .	16	Undertaker . . . . .	7
Manager . . . . .	33	Unskilled . . . . .	35
Manufacturer . . . . .	18	Watchman . . . . .	20
Marine . . . . .	11		
Mason . . . . .	21	Total . . . . .	5,846
Mechanic . . . . .	58		

TABLES SHOWING OPERATIONS OF THE PLACING-OUT LAW  
TABLE I  
SHOWING THE NUMBER OF CHILDREN PLACED\* AND THE REPLACEMENTS MADE EACH YEAR FROM  
OCTOBER 1, 1908 TO OCTOBER 1, 1914

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\* Children placed in foster homes prior to October, 1908, and replaced after that date are not included in any of these tables. These tables include only the children whose placement removal or replacement was reported to the State Board of Charities prior to the compilation of the statistics.

Children returned to relatives are included in Tables I and IV, but not in Table II.

The tables indicate that replacements are comparatively few — but all are not shown, as one society which places out many children does not report all the replacements.

Children are placed outside of the state by some societies and these placements are not reported unless subsequently replaced within the state. Children placed with relatives are not always visited by inspectors of the State Board of Charities, and the same is true of children placed out in other states.

TABLE II  
SHOWING NUMBER OF CHILDREN PLACED, ADOPTED, RETURNED TO INSTITUTIONS AND THE REPLACEMENTS MADE  
AT DIFFERENT AGES

AGE	NUMBER PLACED FIRST TIME						NUMBER RETURNED TO INSTITUTIONS			NUMBER OF LEGAL ADOPTIONS			NUMBER OF PLACEMENTS MADE AT DIFFERENT AGES						Per cent. legal adoptions	Per cent. replacements	Number of deaths			
	FREE HOMES			BOARDING HOMES			Boys	Girls	Total	Boys	Girls	Total	FREE			BOARDING						OUTSIDE OF THE STATE		
	Boys	Girls	Total	Boys	Girls	Total							Boys	Girls	Total	Boys	Girls	Total						
Under 1 year...	103	130	233	67	80	147	1	...	1	31	46	77	11	15	26	14	17	31	...	...	...	33	15	16
1 year...	55	61	116	32	24	56	3	1	4	24	26	50	2	15	17	10	7	17	...	...	...	43	20	13
2 years...	79	76	155	30	16	46	5	3	8	23	27	50	12	8	20	10	11	21	...	...	...	32	20	5
3 years...	64	60	124	33	31	64	3	1	4	16	15	31	5	6	11	9	6	15	...	...	...	25	15	3
4 years...	51	60	111	32	25	57	2	3	5	14	17	31	7	7	14	12	8	20	...	...	...	28	21	2
5 years...	50	50	100	29	22	51	4	1	5	11	8	19	4	11	15	7	6	13	...	...	...	19	19	1
6 years...	37	60	97	33	29	62	5	3	8	8	17	25	5	16	21	6	13	19	...	...	...	26	25	1
7 years...	35	59	94	32	23	55	3	7	10	2	9	11	7	15	22	14	9	23	...	...	...	12	31	...
8 years...	32	63	95	22	29	51	3	5	8	5	8	13	10	14	24	8	8	16	...	...	...	14	29	...
9 years...	41	64	105	23	13	36	5	8	13	3	5	8	8	16	24	6	10	18	...	...	...	8	30	...
10 years...	57	61	118	26	15	41	8	6	9	2	7	9	9	17	26	6	6	12	...	...	...	1	25	...
11 years...	95	62	157	22	25	47	4	6	10	...	2	2	20	23	43	8	10	18	...	...	...	8	30	...
12 years...	135	67	202	24	13	37	4	5	9	1	4	5	26	29	55	16	6	22	...	...	...	1	30	...
13 years...	155	75	230	10	15	25	3	7	10	...	1	1	40	29	69	7	1	8	...	...	...	2	33	...
14 years...	162	76	238	3	9	12	4	10	14	...	1	3	45	30	75	4	4	8	...	...	...	4	31	...
15 years...	75	49	124	4	2	6	6	4	10	...	1	2	35	32	67	...	3	3	...	...	...	1	34	...
16 years...	7	11	18	...	1	1	...	1	1	...	1	2	6	5	11	...	...	...	...	...	...	2	54	...
Age unknown...	18	26	44	1	2	3	...	2	2	6	3	6	...	2	2	...	...	...	...	...	...	14	9	...
Total.....	1,251	1,110	2,361	423	374	797	58	73	131	147	198	345	252	290	542	139	125	264	12	7	19	14	26	54

TABLE III  
SHOWING HOW MANY TIMES CHILDREN OF DIFFERENT AGES HAD TO BE REPLACED (AGE AT TIME OF FIRST  
PLACEMENT GIVEN)

NUMBER OF REPLACEMENTS	Girls																		Total	Total homes found
	Under 1 year	1 year	2 years	3 years	4 years	5 years	6 years	7 years	8 years	9 years	10 years	11 years	12 years	13 years	14 years	15 years	16 years	Age un-known		
1 time.....	27	9	11	12	10	12	18	16	15	17	8	13	12	15	13	3	3	214	214	
2 times.....	7	3	1	3	3	1	3	5	...	1	4	9	3	3	2	2	2	50	100	
3 times.....	2	...	...	...	1	1	1	1	3	2	2	2	1	2	2	...	...	19	57	
4 times.....	1	...	1	...	...	1	1	...	...	...	...	1	1	1	...	...	...	7	28	
5 times.....	...	...	...	1	...	...	...	...	...	...	...	...	...	1	...	...	...	2	10	
6 times.....	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	1	6	
7 times.....	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	1	7	
Total girls.....	37	12	13	16	14	14	23	22	19	21	14	25	17	22	17	5	...	3	294	
422																				

	Boys																		Total	Total homes found
	23	8	12	9	9	8	10	8	7	12	9	14	20	30	27	9	... <th rowspan="2">1</th>	1		
1 time.....	23	8	12	9	9	8	10	8	7	12	9	14	20	30	27	9	...	1	216	216
2 times.....	5	1	1	3	3	1	2	3	2	2	2	2	8	2	2	...	...	...	36	72
3 times.....	1	1	2	...	1	...	...	...	...	1	2	4	1	2	...	...	...	18	54	
4 times.....	2	...	...	1	...	...	...	...	...	...	...	2	1	1	...	...	...	7	28	
5 times.....	...	...	...	...	...	1	...	...	...	1	...	...	...	...	...	...	...	3	15	
6 times.....	...	...	...	...	...	...	1	...	...	...	2	...	...	...	...	...	...	3	18	
Total boys.....	31	10	15	10	12	12	13	13	9	16	16	22	30	35	29	9	...	1	283	403
Total girls.....	37	12	13	16	14	14	23	22	19	21	14	25	17	22	17	5	...	3	294	422
Total boys and girls.....	68	22	28	26	26	26	36	35	28	37	30	47	47	57	46	14	...	4	577	825

TABLE IV  
SHOWING THE NUMBER OF CHILDREN RETURNED TO THE CARE OF RELATIVES AT DIFFERENT AGES AFTER HAVING  
BEEN PLACED IN FOSTER HOMES

	Under 1 year	1 year	2 years	3 years	4 years	5 years	6 years	7 years	8 years	9 years	10 years	11 years	12 years	13 years	14 years	15 years	16 years	Unknown age	Total
Girls.....	11	8	9	9	7	6	7	12	13	11	11	8	14	15	10	12	1	7	171
Boys.....	5	6	11	16	13	4	10	6	4	10	13	13	15	14	12	11	3	2	168
Total boys and girls.....	16	14	20	25	20	10	17	18	17	21	24	21	29	29	22	23	4	9	339

A. CENSUS OF THE 5,309 HOMES IN WHICH CHILDREN WERE  
PLACED, SHOWING THE OCCUPATIONS OF FOSTER PARENTS

Accountants . . . . .	2	Captain of steamer . . . . .	2
Adjuster . . . . .	1	Carpenter . . . . .	96
Advertiser . . . . .	1	Carpet layer . . . . .	3
Architect . . . . .	2	Car repairer . . . . .	2
Army surgeon . . . . .	1	Carriage dealer . . . . .	1
Art dealer . . . . .	1	Carriage-maker . . . . .	4
Asphalt worker . . . . .	1	Carver . . . . .	2
At home . . . . .	15	Cashier . . . . .	1
Attendant . . . . .	2	Cattle-dealer . . . . .	3
Attorney . . . . .	9	Chair carver . . . . .	1
Automobile dealer . . . . .	2	Charcoal dealer . . . . .	1
Bacteriologist . . . . .	1	Chauffeur . . . . .	12
Baker . . . . .	21	Checker . . . . .	3
Banker . . . . .	5	Chef . . . . .	6
Barber . . . . .	42	Cigarmaker . . . . .	6
Bartender . . . . .	4	Civil engineer . . . . .	6
Bellman . . . . .	1	Clerk . . . . .	52
Blacksmith . . . . .	25	Clothing cutter . . . . .	3
Boarding home . . . . .	31	Coachman . . . . .	2
Boarding house . . . . .	10	Coal dealer . . . . .	7
Boat-builder . . . . .	2	Coffee expert . . . . .	1
Boiler-maker . . . . .	5	Collector . . . . .	5
Bond agent . . . . .	1	Commissioner of Chari-	
Bookkeeper . . . . .	12	ties . . . . .	1
Bottler . . . . .	2	Compositor . . . . .	1
Box packer . . . . .	2	Confectioner . . . . .	3
Brewer . . . . .	1	Contractor and builder . . .	32
Bricklayer . . . . .	8	Cook . . . . .	3
Bridge department . . . . .	3	Cooper . . . . .	2
Broker . . . . .	2	Core-maker . . . . .	2
Brush-maker . . . . .	1	County agent . . . . .	2
Butcher . . . . .	18	County commissioner . . .	1
Button-maker . . . . .	2	County superintendent of	
Cabinet-maker . . . . .	9	poor . . . . .	2
Candle shade worker . . . . .	2	Crane operator . . . . .	1



**A CENSUS OF THE 5,309 HOMES IN WHICH CHILDREN WERE  
PLACED, SHOWING THE OCCUPATIONS OF FOSTER PARENTS —  
(Continued)**

Dairyman . . . . .	15	Fruit dealer . . . . .	16
Decorator . . . . .	2	Furniture dealer . . . . .	1
Dentist . . . . .	7	Galvanizer . . . . .	1
Detective . . . . .	1	Garage manager . . . . .	1
Domestic . . . . .	26	Gardener . . . . .	12
Draughtsman . . . . .	2	Gas company employee..	3
Dressmaker . . . . .	15	Gateman . . . . .	2
Druggist . . . . .	6	Glazier . . . . .	1
Dyer . . . . .	1	Glover . . . . .	7
Editor . . . . .	4	Government service . . . .	1
Educator . . . . .	1	Governor of State.....	1
Electrical engineer . . . . .	1	Grain dealer . . . . .	1
Electrician . . . . .	19	Granite dealer . . . . .	1
Electric light trimmer... .	1	Grape grower . . . . .	2
Electrotyper . . . . .	1	Grocer . . . . .	39
Elevator constructor . . . .	1	Gunsmith . . . . .	1
Elevatorman . . . . .	3	Harness-maker . . . . .	5
Employment bureau . . . .	4	Hat repairer . . . . .	1
Engineer in mill . . . . .	1	Horseman . . . . .	1
Engraver . . . . .	2	Horseshoer . . . . .	2
Expressman . . . . .	19	Hospital employee . . . . .	1
Factory hand . . . . .	17	Hotel keeper . . . . .	14
Farmer . . . . .	1734	Hotel manager . . . . .	7
Fibre factory . . . . .	1	Housewife . . . . .	462
Finisher . . . . .	6	Huckster . . . . .	7
Fire chief . . . . .	2	Humane society agent... .	2
Fire chief in mines.....	1	Ice cream maker . . . . .	1
Fireman . . . . .	25	Ice dealer . . . . .	3
Fish dealer . . . . .	7	In park department.....	1
Fisherman . . . . .	1	Inspector . . . . .	9
Florist . . . . .	2	Inspector of customs . . . .	1
Foreman . . . . .	34	Insurance . . . . .	1
Foreman of factory.....	2	Iron-worker . . . . .	10
Foreman metal works... .	1	Janitor . . . . .	12
Frame maker . . . . .	1	Jeweler . . . . .	6

A CENSUS OF THE 5,309 HOMES IN WHICH CHILDREN WERE  
PLACED, SHOWING THE OCCUPATIONS OF FOSTER PARENTS —  
(Continued)

Judge . . . . .	2	Minister . . . . .	11
Keeper at penitentiary . .	1	Motor-drillman . . . . .	1
Laborer . . . . .	181	Motorman . . . . .	13
Lamp lighter . . . . .	1	Moulder . . . . .	21
Lather . . . . .	1	Musician . . . . .	5
Lathe-worker . . . . .	1	Naval officer . . . . .	1
Laundress . . . . .	22	Newsdealer . . . . .	1
Leather-worker . . . . .	1	Newspaper work . . . . .	3
Lighthouse keeper . . . . .	1	Nickel plater . . . . .	2
Liquor dealer . . . . .	3	Notary public . . . . .	1
Lithographer . . . . .	1	Oiler . . . . .	3
Liveryman . . . . .	9	Oil interests . . . . .	3
Lodging house . . . . .	7	Oil treater . . . . .	1
Longshoreman . . . . .	20	Oil-well driller . . . . .	1
Loom-fixer . . . . .	3	Optician . . . . .	5
Lumber dealer . . . . .	5	Overseer . . . . .	1
Lumberman . . . . .	1	Oysterman . . . . .	1
Machinist . . . . .	84	Painter . . . . .	30
Mail carrier . . . . .	11	Paper hanger . . . . .	30
Manager . . . . .	6	Paper and pulp maker . . .	3
Manufacturer . . . . .	23	Pattern-maker . . . . .	2
Marble-cutter . . . . .	7	Paver . . . . .	2
Mariner . . . . .	3	Paymaster . . . . .	1
Matron of institution . . .	2	Photographer . . . . .	3
Mechanic . . . . .	28	Physician . . . . .	29
Merchant . . . . .	47	Piano maker . . . . .	2
Metal polisher . . . . .	7	Plasterer . . . . .	1
Midwife . . . . .	2	Plumber . . . . .	16
Miller . . . . .	6	Policeman . . . . .	27
Milliner . . . . .	5	Porter . . . . .	5
Mill-worker . . . . .	12	Postmaster . . . . .	2
Millwright . . . . .	1	Post office employee . . .	25
Mine foreman . . . . .	2	Potter . . . . .	2
Miner . . . . .	23	President of steel com- pany . . . . .	2
Mining engineer . . . . .	2		

**A, CENSUS OF THE 5,309 HOMES IN WHICH CHILDREN WERE  
PLACED, SHOWING THE OCCUPATIONS OF FOSTER PARENTS —  
(Continued)**

Presser . . . . .	1	Shoe dealer . . . . .	3
Priest . . . . .	15	Shoemaker . . . . .	15
Printer . . . . .	4	Signalman . . . . .	4
Prison superintendent . .	1	Silversmith . . . . .	1
Probation officer . . . . .	1	Slater . . . . .	7
Proofreader . . . . .	1	Spring-maker . . . . .	2
Publisher . . . . .	1	Stable-hand . . . . .	2
Pulley turner . . . . .	1	Standard Oil Co. em-	
Railroad brakeman . . . . .	11	ployee . . . . .	1
Railroad conductor . . . . .	12	Station agent . . . . .	8
Railroad employee . . . . .	57	Stationary engineer . . . . .	1
Railroad engineer . . . . .	46	Stationery store . . . . .	1
Railroad fireman . . . . .	2	Steamfitter . . . . .	1
Railroad inspector . . . . .	2	Steel worker . . . . .	3
Railroad switchman . . . . .	1	Stenographer . . . . .	4
Real estate . . . . .	11	Stevedore . . . . .	3
Reporter . . . . .	3	Stock yard employee . . . . .	1
Restaurant keeper . . . . .	8	Stone mason . . . . .	15
Retired . . . . .	18	Storekeeper . . . . .	21
Rigger . . . . .	1	Street car conductor . . . . .	7
Road supervisor . . . . .	1	Street cleaner . . . . .	9
Rope maker . . . . .	2	Superintendent . . . . .	17
Rubber company employee . .	1	Superintendent of nurses . .	1
Rubber maker . . . . .	2	Tailor . . . . .	18
Salesman . . . . .	39	Tanner . . . . .	1
Saloon-keeper . . . . .	6	Teacher . . . . .	15
Saw-filer . . . . .	1	Tea and coffee importer . .	1
Scissors-grinder . . . . .	4	Teamster . . . . .	61
Secretary . . . . .	4	Telegraph lineman . . . . .	2
Secretary of Y. M. C. A. . .	1	Telegraph operator . . . . .	11
Secretary of Y. W. C. A. . .	1	Telephone company em-	
Sexton . . . . .	6	ployee . . . . .	8
Shaker eldress . . . . .	1	Templet-maker . . . . .	1
Sheriff . . . . .	1	Theatrical business . . . . .	2
Shirt-ironer . . . . .	1	Timekeeper . . . . .	1

A, CENSUS OF THE 5,309 HOMES IN WHICH CHILDREN WERE  
PLACED, SHOWING THE OCCUPATIONS OF FOSTER PARENTS —  
(Concluded)

Tinsmith . . . . .	1	Waiter . . . . .	6
Tool-maker . . . . .	2	Water-tender . . . . .	1
Tracer . . . . .	1	Weaver . . . . .	2
Tracklayer . . . . .	1	Weigher . . . . .	1
Trained nurse . . . . .	12	Wheelwright . . . . .	1
Traveling salesman . . . . .	5	Winder . . . . .	1
Treasurer of Shredded		Wireworker . . . . .	2
Wheat Co. . . . .	1	Yardmaster . . . . .	4
Truckman . . . . .	10	To those whose occupa-	
Undertaker . . . . .	15	tions were not reported.	846
Upholsterer . . . . .	1		—
Varnish Works . . . . .	1	Total . . . . .	5309
Vender . . . . .	2		==

### RECAPITULATION

4,145 children were placed within a period of six years.

2,249 boys were placed and 1,896 girls were placed; 987 of these children were placed with relatives or outside of the State and 3,158 children remained under supervision.

1,710 visits were made to this particular group of children during six years.

1,734 children of the 4,145 or 42 per cent. were placed with farmers.

577 of the 3,158 children or 18 per cent. had to be replaced one or more times.

3,568 of the 4,145 children remained in their first homes or were returned to their relatives.

345 of those children placed in free homes or 15 per cent. have been legally adopted.

1,260 of the children placed or 30 per cent. were under six years of age.

196 of the 1,260 children or 16 per cent. had to be replaced one or more times.

2,885 of the children placed or 70 per cent. were six years of age or over.

381 of the above children or 13 per cent. had to be replaced one or more times.

825 homes were found to replace 577 children, that is 1.4 homes had to be found on an average for each child.

54 of the 4,145 children or 1 per cent. have been reported as dead.

258 of the 345 children placed in free homes and legally adopted or 74 per cent. were under six years of age.

19 per cent. of the children legally adopted were between six and ten years of age.

7 per cent. of the children legally adopted were between ten and sixteen years of age.

57 per cent. of the children legally adopted are girls.

43 per cent. of the children legally adopted are boys.

51 per cent. of the children requiring replacing are girls.

49 per cent. of the children requiring replacing are boys.

51 per cent. of the homes found to replace children were for girls.

49 per cent. of the homes found to replace children were for boys.

68 per cent. of the homes found to replace children were for those six years of age or over.

32 per cent. of the homes found to replace children were for those under six years of age.



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**REPORT**  
**OF THE**  
**COMMITTEE ON INSPECTION**

**Including the Annual Report of the Superintendent of  
Inspection**





*To the State Board of Charities:*

Your Committee on Inspection herewith submits its report for the year ending September 30, 1914:

The charitable and correctional institutions and societies supervised by the State Board of Charities through its Department of Inspection numbered on September 30, 1914, 634, a net increase of 7 institutions during the fiscal year. These are classified as follows:

	Public	Private	Total
Dispensaries .....	45	139	184
Fresh air charities.....		17	17
Homes for the aged.....		19	19
Homes for children.....		131	131
Hospitals .....		181	181
Industrial schools.....		22	22
Infant asylums and hospitals.....		17	17
Placing-out and boarding-out agencies..		29	29
Reformatories .....	1	12	13
Temporary homes.....		18	18
Miscellaneous .....		3	3
	<hr/>	<hr/>	<hr/>
Totals .....	46	588	634
	<hr/>	<hr/>	<hr/>

Each of these institutions was visited or inspected at least once during the year by the Board's staff of inspectors and in addition many special inspections were made by officers and members of the Board as occasion required. The conditions found in dispensaries, and in infant asylums and other homes for children will not be dwelt upon in detail by your Committee because of the separate reports of the Board's Committees on Dispensaries and Homes for Children.

The conditions found in the other classes of institutions are indicated as follows:

*Fresh Air Charities*

Conditions relative to the fresh air charities have not changed materially during the year. Twelve of the institutions of this

class which are supervised by the Board are in the main summer homes for children of institutions established in the larger cities, while five, all located in the vicinity of New York City, are designed for the care of needy children or women and children taken temporarily from their own homes. In general the character of the work performed by these institutions is good, although in some cases criticisms of unsanitary conditions and the lack of suitable housing facilities are made. In some instances, notably the Seaside Hospital (of the Brooklyn Children's Aid Society), the Seaside Hospital of St. John's Guild, and the Floating Hospital of St. John's Guild, there are in addition to the general fresh air treatment excellent hospital facilities for the treatment of the sick.

### *Homes for the Aged*

In the larger number of the institutions of this class the maintenance of the inmates is provided for entirely at private expense and because of this fact such institutions are not subject to the supervision of the Board. It seems to be the policy of poor law officers to provide for destitute adults, so far as practicable, in the almshouses of the counties, cities and towns of the State. In the nineteen private institutions under the supervision of the Board there were 2,181 inmates cared for during the year, of whom 664 were public charges and 1,517 were private charges. At the close of the year there were remaining 1,586 inmates including 517 men and 1,069 women.

### *Hospitals*

The 181 private hospitals under the supervision of the Board on September 30, 1914, are classified as follows:

General hospitals.....	138
Eye, ear and throat hospitals.....	7
Hospitals for women and children (including maternity hospitals) . . . . .	12
Hospitals for children.....	7
Hospitals and sanatoria for consumptives.....	13
Other special hospitals.....	4

The total number of patients cared for during the year was 278,944, of whom 72,864 were public charges, 148,377 were paying patients, and 57,703 were patients cared for at the expense of the institution. The aggregate number of days' care provided was 4,968,939 and 12,960 patients remained under treatment at the close of the year.

The conditions found in the hospitals of the State, as might be expected in institutions under highly specialized management, are in general creditable to those in charge. Some of the more progressive hospitals have recently erected extensive and finely appointed hospital buildings, among which may be mentioned the Brooklyn Hospital, Brooklyn, the Samaritan Hospital and the Troy Hospital, Troy, and the Mount St. Mary's Hospital, Niagara Falls. Other institutions planning modern buildings are House of St. Giles the Cripple, Brooklyn, Mount Sinai Hospital, New York City, and the House of Calvary, Bronx.

The overcrowded condition of the public hospitals of the larger cities is still such as to cause a demand upon the private hospitals beyond their normal capacity. The serious overcrowding which was reported in 1910 has, however, been almost entirely overcome. With the improvement in equipment and increase in administrative staff which have taken place in a number of the institutions there are now comparatively few institutions in which the facilities are not adequate to the ordinary demands.

### *Placing-out and Boarding-out Agencies*

Closely associated with the work of orphan asylums and homes for children is that of the placing-out agencies. There was reported to this Board during the year ending September 30, 1914, a total of 1,744 children placed in free foster homes or at employment by private agencies either separately incorporated or associated with institutions for children. A total of 10,188 were reported under the supervision of these agencies at the close of the year and in addition 4,140 children were under supervision in boarding homes principally at public expense. The placing of dependent children in boarding homes instead of in institutions results in more natural surroundings for them and if the homes are well selected the plan cannot but be beneficial, but the more important work of the agencies is that of placing

children in free homes where opportunities for participation in the social life of good families and for profiting by the religious, educational and industrial training found in the average community can be taken advantage of. The work of the private agencies in the placement of children in free and boarding homes is shown in the following table:

	Placed in free homes or at employment during year	Remaining under supervision in free homes September 30, 1914	In boarding homes September 30, 1914
Angel Guardian Home for Little Children.....			500
Brooklyn Children's Aid Society.....	35	52	236
Brooklyn Hebrew Orphan Asylum.....			78
Catholic Home Bureau.....	202	1,490	
Children's Aid Society, New York.....	557	2,025	12
Children's Aid Society, Rochester.....	32	134	250
Five Points House of Industry.....	3	5	246
Hebrew Orphan Asylum of the City of New York.....			229
Hebrew Sheltering Guardian Society.....		1	307
New York Catholic Protectory.....	207	267	
New York Foundling Hospital.....	461	5,205	1,585
New York Nursery and Child's Hospital.....			625
Susquehanna Valley Home.....	18	71	
State Charities Aid Association, New York City.....	216	906	
County Committees of the State Charities Aid Association.....	18	32	72
	1,744	10,188	4,140

The work of the agencies named in the above table is with little exception conscientiously and faithfully done. There is on the part of some institutions and societies a lack of that system and method which is necessary to insure the satisfactory following-up of every child placed and its welfare under the conditions that may arise. Particularly is it true that institutions which place out relatively few children are often without the services of a competent field agent to investigate the foster home personally before a child is placed and to visit the child in its new surroundings.

This very important phase of philanthropic endeavor if well done, may be productive of great benefit to children who are without proper guardianship and to the State itself and it is the aim of the Board's inspection to point out any weakness that may exist in the work to those who are engaged in it. Some of the placing-out work in this State, however, is performed by institutions or societies not subject to the supervision of the Board, and in our opinion there should be a modification of the laws of the State to

permit State supervision of all institutions or societies whose duties include the care or placement of children.

### *Reformatories*

During the year ending September 30, 1914, one of the municipal reformatories in which children have been received; namely, The Brooklyn Disiplinary Training School for Boys was closed and one of the private reformatories in which boys and girls were received; namely, the George Junior Republic was reported temporarily closed and all the inmates discharged prior to September 1, 1914.

During the year ending September 30, 1914, there were cared for in the 13 private and 2 municipal reformatories in which women and children were received a total of 4,671 inmates, 3,518 of whom were public charges and 1,153 private charges. The number of inmates present on September 30, 1914, in the twelve private and the one municipal institution was 1,882 classified as follows:

	Women over 21	Girls 16 to 21	Boys under 16	Girls under 16	Total
Brooklyn	45	39	.....	27	111
Good	319	189	.....	43	551
Good	291	72	.....	13	376
Good	.....	.....	.....	42	42
Good	.....	53	.....	118	171
.....	.....	28	.....	22	57
.....	30	25	.....	49	104
.....	.....	.....	19	.....	19
.....	88	79	.....	10	177
.....	61	46	.....	.....	107
.....	72	43	.....	15	130
.....	.....	25	.....	33	58
.....	6	23	.....	.....	29
<b>Totals</b> .....	<b>912</b>	<b>569</b>	<b>19</b>	<b>362</b>	<b>1,862</b>

\* Under municipal control.

Other institutions classed as homes for children, including the Berkshire Industrial Farm, Canaan, Charlton Industrial Farm School, Ballston Lake, the Council Home for Jewish Girls, Jamaica, the Guardian Angel Home and Industrial School, Troy, the Hawthorne School (of the Jewish Protectory and Aid Society), Hawthorne, the Cedar Knolls School (of the Jewish

Protectory and Aid Society), Yonkers, the New York Juvenile Asylum, Chauncey, and the St. Agnes Training School for Girls, Buffalo, are designed primarily for the care of children in need of reformatory training and a total of 1301 children were present in these institutions at the close of the year.

That the State has not made sufficient provision for the care of delinquent children is shown by the number of inmates of private reformatories and the additional fact that there were present on September 30, 1914, in institutions in which children committed because of destitution are also received, a total of 1,291 committed for delinquency, and in temporary homes designed for the care of unfortunate women a total of 35 also committed for delinquency.

The progress made by the State in providing additional facilities such as exist for delinquent boys at the State Agricultural and Industrial School, Industry, and for delinquent girls at the New York State Training School for Girls, Hudson, has been too slow. It is much to be hoped that the State Training School for Boys at Yorktown Heights will be completed as rapidly as possible, in order that the boys now unsuitably provided for and those in institutions which also receive children committed for destitution may be given such training as can be provided in that institution. The need of an enlargement of the institutions designed for the care of delinquent girls and of additional facilities in the western part of the State for delinquent boys is also much felt by courts and others upon whom the burden of delinquent boys and girls falls.

The other classes of institutions, not already mentioned, include the industrial schools, temporary homes and miscellaneous institutions. The 22 industrial schools are maintained within the Boroughs of Manhattan and the Bronx in New York City by the Children's Aid Society and the American Female Guardian Society and in large part supplement the work of the public schools in the poorer and more crowded sections of the city. The work consisting in the main of kindergarten and primary classes and such manual or industrial training as can be taught to the younger children or to older children who may be enrolled in special classes in day or evening sessions. It is the opinion of your Committee that the time has nearly, if it has not already,

arrived when this work should be done entirely by the public schools, although other features of the activities of these societies, including relief among the poor and the maintenance of social centers for the education and training in American customs of children of foreign parentage, may well be continued.

The temporary homes are designed primarily for the temporary care of children or adults for the time temporarily homeless, although some of them also receive girls committed for delinquency. A large number of the children cared for in the temporary homes conducted by the Children's Aid Society of New York City are subsequently returned to their homes or placed out in foster homes in this and other states.

The three miscellaneous institutions referred to in the beginning of this report include the Brunswick Home for Idiotic, Epileptic, Paralytic and Feeble-minded Children, Amityville, a fresh air camp for tuberculosis, conducted by the Buffalo Association for the Control and Relief of Tuberculosis, and a travelers' aid agency maintained by the Buffalo Deaconess' Home of the Methodist Episcopal Church in the city of Buffalo. The conditions found in each of these institutions are in the main satisfactory.

The condition in general of the private institutions under the supervision of the Board is improving gradually from the standpoint of buildings, grounds and equipment, fire protection, general sanitary conditions and the care and training of the inmates, there being comparatively few institutions at the present time whose work may be considered poor. The principal cause for failure to make greater gain in most of such instances is the lack of sufficient funds with which to employ competent administrative officers and provide modern facilities with which to perform the work.

The report of the Superintendent of Inspection for the year ending September 30, 1914, is appended hereto.

Respectfully submitted,

STEPHEN SMITH,  
WILLIAM H. GRATWICK,  
THOMAS M. MULRY,

*Committee on Inspection.*

## REPORT OF THE SUPERINTENDENT OF INSPECTION.

### *To the State Board of Charities:*

During the year ending September 30, 1914, 30 new institutions were added to the list of private charitable institutions subject to the supervision of the Board and 23 were removed. The new institutions classified according to the character of their work are as follows:

### *Dispensaries:*

Crouse-Irving Hospital Dispensary, 720 South Crouse avenue, Syracuse.

Department of Health Clinic for Children, Public School 144, 78 Hester street, Manhattan.

Department of Health Clinic for Children, School No. 21, 222 Mott street, Manhattan.

Department of Health Clinic for Children, 689 Bay street, Stapleton, Richmond.

Department of Health Clinic for the Diagnosis of Venereal Diseases, 149 Center street, Manhattan.

Department of Health Whooping Cough Clinic, 29 Third avenue, Brooklyn.

Flushing Clinic of the Department of Health, 110-112 Broadway, Flushing.

Grace Chapel Dispensary, 414 East 14th street, Manhattan.

House of Relief (Branch of the Society of the New York Hospital), Out-Patient Department, 67 Hudson street, Manhattan.

Lawrence Hospital (Dispensary Department), Bronxville.

Mamaroneck Society for Lending Comforts to the Sick, Inc., The Dispensary of, Mamaroneck.

Middle East Clinic of the Department of Health, 233 East 57th street, Manhattan.

New York Hospital (of the Society of the New York Hospital), Out-Patient Department, 8 West 16th street, Manhattan.

New York Osteopathic Clinic, 35 East 32d street, Manhattan.



Parkville Clinic of the Department of Health, 974 West street, Brooklyn.

Syracuse Homeopathic Hospital, Out-Patient Department, Syracuse.

*Fresh Air Charities:*

St. Mary's Maternity Hospital and Infant's Asylum of Syracuse (Summer Home), Liverpool.

Washington Square Home for Friendless Girls (Summer Home), Egbertville, Borough of Richmond.

*Homes for Children:*

Blythedale Home, Hawthorne.

Council Home for Jewish Girls (Amalie Seldner Memorial), Jamaica.

The Preventorium, Buffalo.

*Hospitals:*

Country Sanitarium for Consumptives (Branch of the Montefiore Home), Bedford Hills.

House of Relief (Branch of the Society of the New York Hospital), 67-69 Hudson street, Manhattan.

The Maternity Hospital and Infant Home (Maternity Department), Main avenue, Albany.

Mercy Hospital, Baldwin Road and Christian Hook avenue, Hempstead, Long Island.

Montefiore Home, Gun Hill road, Bronx.

St. Anthony's Hospital, Woodhaven, Borough of Queens.

The Society of the New York Hospital, 8 West 16th street, Manhattan.

*Infant Asylums and Hospitals:*

Misericordia Hospital (Infant Asylum Department), Manhattan.

During the year the following institutions were removed from the supervision of the Board:

*Dispensaries:*

Amity Dispensary and Jones Memorial Clinic, 312 West 54th street, Manhattan. (Closed.)

Brooklyn Central Dispensary, 29 Third avenue Brooklyn.  
(Closed.)

East Side Clinic for Early Nervous and Mental Diseases, 295  
Henry street, Manhattan. (Closed.)

Eclectic College Free Dispensary, 239 East 14th street, Man-  
hattan. (Closed.)

Gloversville Free Dispensary, Gloversville. (Closed.)

*Homes for the Aged:*

Home for Elderly Women of Montgomery County, 69 Spring  
street, Amsterdam. (Public charges no longer received.)

St. Francis Home, 609-617 Fifth street, Manhattan. (Not  
now in receipt of public money.)

*Homes for Children:*

Home for Colored Children (of the Society of the Holy Cross  
in the City of Albany), New Scotland road, Slingerlands  
P. O. (Closed.)

*Hospitals:*

Genesee Hospital, 823 West avenue, Syracuse. (Not now in  
receipt of public money.)

*Infants Asylums and Hospitals:*

St. Francis de Sales Asylum (Br. St. Vincent's Female Orphan  
Asylum), Albany, (Closed)

*Industrial Schools:*

School No. 4 (of the American Female Guardian Society and  
Home for the Friendless), 300 Madison street, Manhattan.  
(Closed.)

Forty-fourth street Industrial School (of the Children's Aid  
Society), 247 East 44th street, Manhattan. (Closed.)

*Reformatories:*

Brooklyn Disciplinary Training School for Boys, 18th avenue,  
between 56th and 58th streets, Brooklyn. (Closed.)

The placing-out work of the Home for the Friendless, Lock-  
port, has been taken over by the Niagara County Agency for  
Dependent Children.

In addition to the above changes the Herriman Home (of the Brooklyn Children's Aid Society), Monsey, formerly maintained as a fresh air charity, has become a permanent home for children, and eight of the evening industrial schools maintained by the Children's Aid Society of New York City have been combined in their inspection with the day schools maintained at the same address.

The 634 institutions supervised by this Board through the Department of Inspection are classified with respect to their location and the character of their work as follows:

PRIVATE CHARITABLE INSTITUTIONS UNDER THE SUPERVISION OF THE STATE BOARD OF CHARITIES.

	Dispen- saries	Fresh air homes	Homes for the aged	Homes for children	Hospitals	Industrial schools	Infant asylums and hospitals	Placing- out and boarding- out agencies	Reforma- tories	Tem- porary homes	Miscel- laneous insti- tutions	Totals
First judicial district	87	1	2	12	45	22	5	8	4	6	.....	192
Second judicial dis- trict	43	6	2	33	33	.....	4	3	2	4	1	131
Third judicial dis- trict	10	1	.....	15	15	.....	3	2	2	2	.....	50
Fourth judicial dis- trict	6	1	1	7	13	.....	.....	3	.....	.....	.....	31
Fifth judicial district	8	2	1	11	15	.....	2	2	2	.....	.....	43
Sixth judicial dis- trict	2	.....	1	6	7	.....	.....	2	1	1	.....	20
Seventh judicial dis- trict	8	.....	4	8	13	.....	.....	3	.....	.....	.....	36
Eighth judicial dis- trict	9	2	8	17	20	.....	2	2	1	4	2	67
Ninth judicial dis- trict	11	1	.....	21	19	.....	1	4	1	1	.....	59
Outside of State	.....	3	.....	1	1	.....	.....	.....	.....	.....	.....	5
Totals	184	17	19	131	181	22	17	29	13	18	3	634

The work of inspecting these institutions is assigned in general to the eight inspectors of private charitable institutions although the Commissioners of the Board, superintendent of the New York office, the Superintendent of Inspection, and other officers of the Board visit institutions as occasion may require. The inspectors at times also devote considerable time to the visitation of institutions to secure statistical information for the Board's report to the Legislature, and to making special inquiries concerning applications for the incorporation of charitable institutions or for licenses to conduct dispensaries, and investigating complaints concerning the treatment of inmates of institutions. The work of the inspectors during the fiscal year covered by this report is as follows:

General inspections:

Dispensaries . . . . .	188
Fresh air charities . . . . .	16
Homes for the aged . . . . .	19
Homes for children . . . . .	133
Hospitals . . . . .	180
Industrial schools . . . . .	22
Infant asylums and hospitals . . . . .	17
Placing-out and boarding-out agencies . . . . .	29
Reformatories . . . . .	13
Temporary homes . . . . .	18
Miscellaneous . . . . .	3

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Total general inspections . . . . .	638
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Special inspections . . . . .	42
Special inquiries . . . . .	53
Visits to institutions and individuals . . . . .	845

Reports written:

General inspections . . . . .	638
Special inspections . . . . .	42
Special inquiries . . . . .	53
Miscellaneous . . . . .	65

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Total reports written . . . . .	798
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The reports were considered by the Board or its committees and disposed of as follows:

	General inspection reports	Special inspection reports	Inquiry reports	Miscel- laneous reports
Transmitted to institutions for their information	637	5	.....	2
Referred to commissioners or officers of the Board	1	27	46	81
Filed .....	.....	10	7	89
Totals .....	638	42	53	65

The general inspection reports, with some exceptions, particularly in the case of the first inspection of an institution, or where conditions were temporarily disturbed because of building operations or the like, were classified on the basis of the number and character of the defects reported. Those showing practically no defects in plant or management were placed in class I, those showing defects or needs of a not very serious character in class II, and those showing serious defects or evils in class III.

The following is the classification of the latest reports on the institutions so far as they were classified:

	Class I	Class II	Class III	Total
Plant . . . . .	305	254	32	591
Administration . . . . .	300	289	29	618

The reports of inspection of the several classes of institutions indicate a condition with respect to plant, equipment and general administrative work as indicated in the following tables:

<i>Dispensaries</i>			
	Good	Fair	Poor
Plant . . . . .	111	50	20
Equipment . . . . .	119	51	11
Sanitary conditions . . . . .	124	40	17
Care of beneficiaries . . . . .	133	28	20
Records . . . . .	71	65	45
Compliance with dispensary rules.....	99	73	9

*Fresh Air Charities*

	Good	Fair	Poor
Buildings . . . . .	9	7	..
Grounds . . . . .	14	1	1
Equipment . . . . .	9	7	..
Sanitary conditions . . . . .	10	6	..
Fire protection . . . . .	6	7	3
Care of beneficiaries . . . . .	13	3	..

*Homes for the Aged*

	Good	Fair	Poor
Buildings . . . . .	13	6	..
Grounds . . . . .	15	3	1
Equipment . . . . .	9	10	..
Sanitary conditions . . . . .	14	5	..
Fire protection . . . . .	10	8	1
Care of beneficiaries . . . . .	17	2	..

*Homes for Children*

	Good	Fair	Poor
Buildings . . . . .	54	64	13
Grounds . . . . .	74	41	16
Equipment . . . . .	48	70	13
Sanitary conditions . . . . .	71	55	5
Fire protection . . . . .	63	58	10
Care of beneficiaries . . . . .	73	56	2
Educational training . . . . .	48	69	14
Industrial training . . . . .	30	64	37
Physical training . . . . .	39	63	29
Moral and social training . . . . .	47	45	39

*Hospitals*

	Good	Fair	Poor
Buildings . . . . .	84	74	21
Equipment . . . . .	88	79	12
Sanitary conditions . . . . .	102	66	11
Fire protection . . . . .	78	84	17
Care of beneficiaries . . . . .	107	70	2

*Industrial Schools*

	Good	Fair	Poor
Buildings . . . . .	4	16	2
Equipment . . . . .	5	16	1
Sanitary conditions . . . . .	6	11	5
Fire protection . . . . .	8	12	2
Educational training . . . . .	10	12	..
Industrial training . . . . .	9	13	..

*Infant Asylums*

	Good	Fair	Poor
Buildings . . . . .	9	7	1
Grounds . . . . .	8	8	1
Equipment . . . . .	11	6	..
Sanitary conditions . . . . .	11	5	1
Fire protection . . . . .	9	8	..
Care of beneficiaries . . . . .	10	6	1

*Reformatories*

	Good	Fair	Poor
Buildings . . . . .	4	6	2
Grounds . . . . .	4	6	2
Equipment . . . . .	3	9	..
Sanitary conditions . . . . .	5	6	1
Fire protection . . . . .	5	7	..
Care of beneficiaries . . . . .	8	4	..
Educational training . . . . .	2	9	1

*Temporary Homes*

	Good	Fair	Poor
Buildings . . . . .	6	9	2
Equipment . . . . .	7	10	..
Sanitary conditions . . . . .	9	7	1
Fire protection . . . . .	7	9	1
Care of beneficiaries . . . . .	10	7	..

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In addition to the inspection of private charitable institutions the preservation of the records of admission and discharge of children committed to institutions under private control devolves upon the Department of Inspection, and through the clerical staff



in the Bureau of Children's Records a total of 19,684 records of admission and 17,968 notices of discharge were carefully verified, tabulated and indexed. The facts concerning these admissions and discharges and the 36,214 children remaining in such institutions at the close of the fiscal year will be found in the tables used in connection with the report of the Committee on Orphan Asylums and Homes for Children contained in this volume.

Respectfully submitted,

RICHARD W. WALLACE,

*Superintendent of Inspection.*



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**REPORT**  
**OF THE**  
**COMMITTEE ON ORPHAN ASYLUMS**

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[591]



## REPORT OF THE COMMITTEE ON ORPHAN ASYLUMS

*To the State Board of Charities:*

Your Committee on Orphan Asylums and Homes for Children herewith submits its report for the year ending September 30, 1914.

During the year the following institutions for children came under the supervision of the Board:

Blythedale Home, Hawthorne.

Council Home for Jewish Girls (Amalie Seldner Memorial), Jamaica.

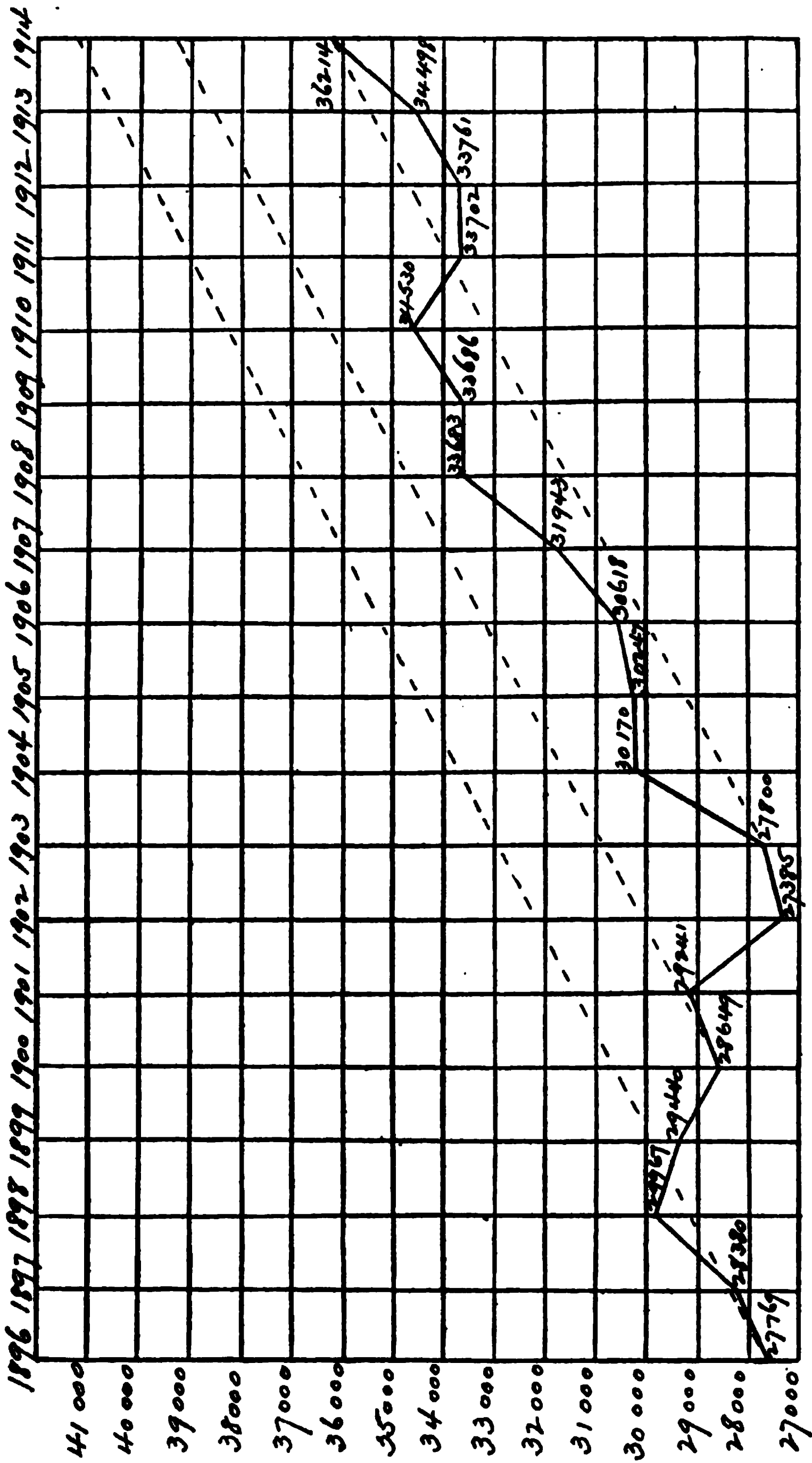
The Preventorium, Buffalo.

In addition the Herriman Home, Monsey, which has heretofore been maintained by the Brooklyn Children's Aid Society as a fresh air home, and occupied in the summer only, has been made a home for such of the children committed to it as need special care and training, and is now in operation throughout the year. One institution, the Home for Colored Children (of the Society of the Holy Cross in the City of Albany), Slingerlands, was closed.

The 131 private and 4 public homes for children and 17 infant asylums and hospitals under the supervision of the Board at the close of the year reported 19,684 admissions and 17,968 discharges during the year and a total of 36,214 children remaining in their care on September 30, 1914. This is the largest number ever reported by these institutions, representing an increase of 1,716, or nearly 5 per cent., during the year; an increase of 2,528, or 7½ per cent., during the past five years; and an increase of 6,044, or 20 per cent., during the past ten years. It can not be claimed that the unusual increase during the year covered by this report is due to any great extent to the disturbed industrial conditions brought about by the war in Europe, because a greater part of it occurred during the first six months of

the fiscal year and the actual number of children present in the institutions a month before the war was declared was slightly in excess of that reported on September 30, the close of the year.

The fluctuations in the population of institutions for children from year to year since 1896 are indicated in the following chart, which shows the number present on September 30 of each year, and graphically, the relative rate of change from year to year as compared with the average rate of increase of the population of the State.



NOTE.—The heavy line represents the fluctuations in the population of the Homes for Children as reported for September 30th of each of the years represented; and the dotted lines represent the relative average rate of increase in the population of the State.

The following table shows the number of admissions to and discharges from these institutions during the past nine years:

	Admissions	Discharges
1905-1906 . . . . .	18,490	18,119
1906-1907 . . . . .	19,611	18,286
1907-1908 . . . . .	20,813	19,073
1908-1909 . . . . .	19,133	19,130
1909-1910 . . . . .	20,046	19,202
1910-1911 . . . . .	19,161	19,989
1911-1912 . . . . .	19,976	19,917
1912-1913 . . . . .	19,303	18,566
1913-1914 . . . . .	19,684	17,968
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Following is a list of the institutions grouped with reference to the territory from which their inmates are mainly received, together with the statement of the number of public and private charges cared for, the average population during the year, and the number remaining in the several institutions on September 30, 1914:



**A. INSTITUTIONS THAT RECEIVE THEIR POPULATION MAINLY  
FROM THE BOROUGHES OF MANHATTAN, BRONX AND RICHMOND**

	1913-14			Average popula- tion during 1913-14	Number remain- ing Sep- tember 30, 1914
	Public charges cared for	Private charges cared for	Total number cared for		
American Female Guardian Society and Home for the Friendless, New York City.....	159	168	327	211	169
Asylum of St. Vincent de Paul, New York City..	71	172	243	174	159
Asylum of the Sisters of St. Dominic, Blauvelt...	976	26	1,002	765	791
Blythedale Home, Hawthorne.....	31	14	45	32	32
Catholic Institute for the Blind, New York City..	27	1	28	23	25
Colored Orphan Asylum and Association for the Benefit of Colored Children in the City of New York (including Country Branch, Verbank)...	296	91	387	258	252
Dominican Convent of Our Lady of the Rosary, New York City (including St. Agnes Convent, Sparkill).....	1,284	23	1,307	1,015	982
Five Points House of Industry, New York City and Pomona.....	386	29	415	302	304
German Odd Fellows' Home Association, Yon- kers.....	95	55	150	109	110
Good Counsel Training School for Young Girls, White Plains.....	186	20	206	140	142
Hebrew Infant Asylum of the City of New York..	627	13	640	383	414
Hebrew Orphan Asylum of the City of New York, Manhattan (including Country Branch, Val- halla).....	1,808	103	1,911	1,497	1,526
Hebrew Sheltering Guardian Society of New York, Orphan Asylum, Pleasantville.....	1,171	27	1,198	913	904
Hope Farm, Verbank.....	172	48	220	174	178
Institution of Mercy, New York City (including Boys' Department, Tarrytown).....	1,126	11	1,137	856	901
International Sunshine Branch for the Blind, Brooklyn.....	29	1	30	24	23
Jewish Protectory and Aid Society: Hawthorne School, Hawthorne, and Cedar Knolls School, Yonkers.....	536	.....	536	325	357
Misericordia Hospital, Hartsdale.....	330	198	528	194	191
Missionary Sisters of the Third Order of St. Francis, Peekskill.....	1,468	107	1,575	1,211	1,241
Mission of the Immaculate Virgin, Manhattan (including Boys' Department, Girls' Depart- ment and Asylum for Blind Girls, Mount Loretto).....	1,634	439	2,073	1,533	1,536
New York Catholic Protectory: Boys' Depart- ment and Girls' Department, Bronx, and Lin- coln Agricultural School, Lincolndale.....	4,214	181	4,395	2,614	2,728
New York Foundling Hospital, Manhattan (in- cluding Eurana Schwab St. Joseph by the Sea, Richmond).....	4,490	136	4,626	2,313	2,485
New York Juvenile Asylum, Chauncey.....	806	3	809	586	613
New York Nursery and Child's Hospital, New York City.....	1,151	196	1,347	638	710
Sacred Heart Orphan Asylum, West Park.....	88	127	215	160	166
Saint Agatha Home for Children, Nanuet.....	723	62	785	619	626
St. Agnes Hospital (for Crippled and Atypical Children), White Plains.....	266	29	295	203	213
St. Benedict's Home for Destitute Colored Children, Rye.....	141	60	201	151	158
St. Joseph's Asylum in the City of New York....	762	.....	762	587	496
St. Michael's Home, Green Ridge.....	522	7	529	374	390
<b>Totals.....</b>	<b>25,575</b>	<b>2,347</b>	<b>27,922</b>	<b>18,384</b>	<b>18,822</b>

**B. INSTITUTIONS THAT RECEIVE THEIR POPULATION MAINLY  
FROM THE BOROUGH OF BROOKLYN AND QUEENS**

	1913-14			Average popula- tion during 1913-14	Number remain- ing Sep- tember 30, 1914
	Public charges cared for	Private charges cared for	Total number cared for		
Brooklyn Children's Aid Society, Brooklyn.....	258	221	479	243	251
Brooklyn Hebrew Orphan Asylum, Brooklyn....	950	8	958	712	758
Brooklyn Home for Blind, Crippled and Defective Children, Port Jefferson.....	294	38	332	262	284
Brooklyn Industrial School Association and Home for Destitute Children, Brooklyn.....	339	157	496	338	335
Brooklyn Nursery and Infants' Hospital, Brooklyn	115	52	167	97	92
Brooklyn Training School and Home for Young Girls, Brooklyn.....	95	10	105	64	69
Church Charity Foundation of Long Island, Brooklyn.....	65	58	123	91	92
Convent of the Sisters of Mercy in Brooklyn (including Angel Guardian Home for Little Children, Brooklyn, and St. Mary of the Angels Home, Syosset).....	2,105	116	2,221	1,487	1,493
Council Home for Jewish Girls, Jamaica.....	12	3	15	10	12
House of St. Giles the Cripple, Garden City....	53	32	85	53	39
Howard Orphanage and Industrial School, Kings Park, Long Island.....	288	36	324	250	252
Industrial School Association of Brooklyn, E. D., Brooklyn (including J. W. Smith Memorial Branch).....	468	134	602	352	410
Orphan Asylum Society of the City of Brooklyn..	199	189	388	279	305
Orphan Home (of the Nuns of the Order of St. Dominic), Brooklyn, (including Home of the Sorrowful Mother, Brooklyn, Nazareth Trade School, Farmingdale, St. Dominic Home, New Hyde Park, and St. Rose Industrial School, Melville).....	1,007	83	1,090	805	817
Ottillie Orphan Asylum Society, Jamaica.....	75	86	161	123	124
Roman Catholic Orphan Asylum Society, Brook- lyn: St. John's Home, Brooklyn, St. John's Roman Catholic Protectory, Hicksville, St. Joseph's Female Orphan Asylum, Brooklyn and St. Paul's Industrial School, Brooklyn.....	1,727	605	2,332	1,712	1,749
St. Malachy's Home, Brooklyn (including St. Malachy's Ocean Home, Rockaway Park, and St. Joseph's Home, Flushing).....	1,251	67	1,318	870	904
Sheltering Arms Nursery of Brooklyn.....	143	127	270	82	81
Society for the Aid of Friendless Women and Children, Brooklyn.....	88	66	154	72	76
<b>Totals.....</b>	<b>9,532</b>	<b>2,088</b>	<b>11,620</b>	<b>7,902</b>	<b>8,143</b>

### C. INSTITUTIONS RECEIVING THEIR POPULATION FROM COUNTIES OUTSIDE OF NEW YORK CITY

	1913-14			Average popula- tion during 1913-14	Number remain- ing Sep- tember 30, 1914
	Public charges cared for	Private charges cared for	Total number cared for		
Albany Orphan Asylum (including Lathrop Memorial branch).....	230	17	247	165	181
Berkshire Industrial Farm, Canaan.....	48	92	140	95	102
Buffalo Orphan Asylum, Buffalo.....	288	78	366	210	227
Cayuga Home for Children, Auburn.....	60	18	78	53	61
Charity Foundation of the Protestant Episcopal Church in the City of Buffalo.....	41	64	105	69	63
Charlton Industrial Farm School, Charlton.....	5	26	31	30	30
Children's Aid Society of Rochester.....	327	8	335	225	250
Children's Home, Middletown.....	64	.....	64	31	26
Children's Home at Mineola, Mineola.....	77	18	95	65	63
Children's Home for the City and Town of Newburgh, Newburgh.....	25	56	81	32	38
Children's Home Society of Schenectady.....	20	47	67	40	40
Church Home of the Protestant Episcopal Church in the City of Rochester.....	14	52	66	50	48
Crippled Children's Guild, Buffalo.....	39	13	52	32	34
Evangelical Lutheran St. John Orphan's Home, Buffalo.....	33	56	89	73	72
Fairview Home for Friendless Children, Watervliet.....	135	5	140	95	93
German Roman Catholic Orphan Asylum, Buffalo	492	203	695	404	435
Gerry Homes, Gerry.....	26	95	121	55	59
Guardian Angel Home and Industrial School, Troy	117	43	160	119	118
Gustavus Adolphus Orphans' Home, Jamestown..	15	61	76	72	69
Hawley Home for Children at Saratoga Springs..	19	34	53	29	30
Home for Colored Children of the Society of the Holy Cross, Albany.....	5	4	9	7	.....
Home for Destitute Children of Madison County, Peterboro.....	59	.....	59	46	39
Home for the Friendless at Lockport.....	96	36	132	46	44
Home for the Friendless in Northern New York, Plattsburg.....	7	24	31	17	20
House of the Good Shepherd, Utica.....	201	43	244	150	143
House of Providence of the County of Onondaga, Syracuse.....	125	143	268	196	193
Hudson Orphan and Relief Association, Hudson..	44	15	59	35	43
Immaculate Heart of Mary Asylum, Buffalo....	217	250	467	335	328
Industrial Home of the City of Kingston, Kingston.....	17	57	74	37	32
Ithaca Children's Home, Ithaca.....	1	29	30	19	21
Jefferson County Orphan Asylum, Watertown...	85	62	147	71	88
Jewish Orphan Asylum Association of Western New York, Rochester.....	30	1	31	30	27
King's Daughters' Home for Children, Cortland..	37	10	47	35	35
Maternity Hospital and Infant Home of Albany, The (formerly Frances Elliott Austin Maternity Hospital and Infant Home, Albany).....	208	26	234	100	151
Ogdensburg City Hospital and Orphan Asylum, Ogdensburg.....	122	109	231	120	126
Onondaga Orphans' Home, Syracuse.....	227	91	318	202	206
Ontario Orphan Asylum, Canandaigua.....	9	56	65	39	36
Orphan House and Industrial School of the Holy Saviour, Cooperstown.....	97	14	111	81	83
Oswego Orphan Asylum, Oswego.....	39	9	48	24	20
Our Lady of Victory Infant Home, Lackawanna..	74	463	537	182	182
Poughkeepsie Orphan House and Home for the Friendless, Poughkeepsie.....	8	63	71	53	54
Preventorium, The, Buffalo.....	13	.....	13	8	10
Rochester Orphan Asylum, Rochester.....	91	119	210	160	157
St. Agnes Training School for Girls, Buffalo....	65	55	120	78	69
St. Christina Industrial School, Saratoga Springs.	11	40	51	31	34
St. Colman's Industrial School and Orphan Asylum of Watervliet.....	267	17	284	183	211
St. Francis Home, Oswego.....	54	77	131	93	98

**C. INSTITUTIONS RECEIVING THEIR POPULATION FROM COUNTIES  
OUTSIDE OF NEW YORK CITY—Continued**

	1913-14			Average popula- tion during 1913-14	Number remain- ing Sep- tember 30, 1914
	Public charges cared for	Private charges cared for	Total number cared for		
St. John's Catholic Orphan Asylum, Utica.....	231	48	279	186	227
St. John's Orphan Asylum of Greenbush, Rens- selaer.....	54	5	59	49	53
St. Joseph Infant Home, Utica.....	221	98	319	186	183
St. Joseph's Infant Home, Troy.....	280	94	374	237	235
St. Joseph's Male Orphan Asylum, Lackawanna..	137	148	285	230	201
St. Joseph's Orphan Asylum Society of Rochester and Monroe County, Rochester.....	46	98	144	109	116
St. Margaret's Home and Hospital, Albany.....	74	99	173	47	43
St. Mary's Boys' Orphan Asylum of the City of Rochester, Rochester.....	189	113	302	219	211
St. Mary's Catholic Orphan Home, Binghamton..	223	7	230	164	166
St. Mary's Home and School, Dunkirk (including country branch).....	49	36	85	58	57
St. Mary's Infant Asylum and Maternity Hospital, Buffalo.....	148	189	337	128	118
St. Mary's Maternity Hospital and Infant's Asylum of Syracuse.....	122	199	321	160	131
St. Mary's Orphan Asylum, Port Jervis.....	79	86	165	133	133
St. Patrick's Orphanage, Watertown.....	43	97	140	95	102
St. Patrick's Orphan Girls' Asylum, Rochester...	127	110	237	155	162
St. Vincent Industrial School of Utica.....	260	5	265	130	114
St. Vincent's Female Orphan Asylum, Albany...	291	12	303	193	169
St. Vincent's Female Orphan Asylum, Buffalo...	141	17	158	121	122
St. Vincent's Female Orphan Asylum of the City of Troy.....	175	33	208	180	167
St. Vincent's Male Orphan Asylum, Albany.....	338	50	388	268	279
St. Vincent's Orphan Asylum of Syracuse.....	176	148	324	229	222
Society for the Protection of Destitute Roman Catholic Children, Lackawanna.....	284	456	740	480	475
Society of the United Helpers, Ogdensburg.....	64	63	127	38	47
Southern Tier Orphans' Home, Elmira.....	87	30	117	51	50
Suffolk County Children's Home, Yaphank.....	110	.....	110	53	60
Susquehanna Valley Home and Industrial School for Indigent Children, Binghamton.....	216	.....	216	152	158
Troy Catholic Male Orphan Asylum, Troy.....	275	20	295	209	204
Troy Orphan Asylum, Troy.....	390	20	410	260	260
Utica Orphan Asylum, Utica.....	163	60	223	151	159
Western New York Society for the Protection of Homeless and Dependent Children, Randolph..	176	47	223	146	135
<b>Totals.....</b>	<b>9,453</b>	<b>5,187</b>	<b>14,640</b>	<b>9,139</b>	<b>9,249</b>

SUMMARY

	1913-14			Average popula- tion during 1913-14	Number remain- ing Sep- tember 30, 1914
	Public charges cared for	Private charges cared for	Total number cared for		
Manhattan, Bronx and Richmond.....	25,575	2,347	27,922	18,384	18,822
Brooklyn and Queens.....	9,532	2,088	11,620	7,902	8,143
All other parts of the State.....	9,453	5,187	14,640	9,139	9,249
Total, entire State.....	44,560	9,622	54,182	35,425	36,214

## ADMISSIONS TO INSTITUTIONS FOR CHILDREN

The 19,684 children admitted during the year ending September 30, 1914, are classified with reference to the manner in which they were received as follows:

## On commitment from courts:

For destitution . . . . .	84
For improper guardianship . . . . .	2,386
For delinquency . . . . .	1,472
On commitment from poor law officers . . . . .	11,114
On request of parents and guardians . . . . .	3,738
Transferred from other institutions, returned from foster homes and returned from hospitals . . . . .	718
Otherwise received . . . . .	172
Total . . . . .	19,684

These children are further classified on the basis of their age when admitted as follows:

Less than one year of age . . . . .	3,601
Between one and two years . . . . .	1,333
Between two and five years . . . . .	3,410
Between five and fourteen years . . . . .	9,955
Over fourteen years . . . . .	1,385
Total . . . . .	19,684

The causes of dependency of the 15,056 children committed or accepted as public charges, so far as such causes can be interpreted from the individual records of admission filed with the Board, are shown in the following tables:

CAUSES FOR COMMITMENT AND DEPENDENCY OF CHILDREN COMMITTED TO ORPHAN ASYLUMS AND HOMES FOR  
CHILDREN DURING THE YEAR ENDING SEPTEMBER 30, 1914, AS SHOWN BY RECORDS OF ADMISSION, FILED  
WITH THE STATE BOARD OF CHARITIES

TABLE A -- Children Both of Whose Parents Are Living

CONDITIONS RELATIVE TO THE MOTHER											
Deserted, or dis- appeared	Intem- perate, immoral, un- fit- ness, im- prisoned	Proper guard- ianship lacking	Parents separated (mother does not have custody of child)	Sick, crippled, insane, feeble- minded or otherwise physically or mentally incapable	At work or seeking work	Out of work, insuffi- cient earnings, large family	Not free to work as wage earner	Inde- quately placed as "depend- ent," unable to support "	Child sick or in need of special care	Child delin- quent, ungov- ernable or vagrant	Total
110	61	1	.....	410	237	290	24	319	7	7	1,486
33	207	7	1	287	140	108	24	183	.....	1	967
7	17	683	.....	16	6	.....	.....	2	.....	8	730
.....	6	3	.....	2	5	5	1	9	.....	1	33
33	15	2	.....	374	141	157	47	149	1	.....	918
223	103	1	13	1,016	7	.....	.....	9	1	.....	1,373
68	36	1	2	474	54	36	25	89	13	1	799
6	12	.....	3	43	8	3	.....	381	3	1	460
.....	.....	.....	.....	2	.....	.....	.....	.....	172	.....	174
1	.....	.....	.....	.....	.....	.....	.....	19	.....	913	933
480	447	698	19	2,624	563	530	121	1,135	197	933	7,831
Total number of children.....											

CONDITIONS RELATIVE TO THE FATHER											
Child delin- quent, ungov- ernable or vagrant	Child sick or in need of special care	Inde- quately placed as "depend- ent," unable to support "	Not free to work as wage earner	Out of work, insuffi- cient earnings, large family	At work or seeking work	Sick, crippled, insane, feeble- minded or otherwise physically or mentally incapable	Parents separated (mother does not have custody of child)	Proper guard- ianship lacking	Intem- perate, immoral, un- fit- ness, im- prisoned	Deserted, or dis- appeared	Total
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NOTE.-- All numbers in the above table refer to children. Thus, number 110 in first column and first line indicates 110 children deserted by both fathers and mothers; number 23 in first column and second line indicates 23 children deserted by the mothers and having intemperate, immoral, unfit or imprisoned fathers.





## DISCHARGES OF CHILDREN FROM INSTITUTIONS

The 17,968 children who were discharged during the fiscal year from the care of institutions are classified on the basis of the manner of their discharge as follows:

Returned to parents or guardians.....	12,461
Placed by the institution in free homes, including those placed out for adoption.....	289
Discharged to take employment.....	622
Transferred to placing-out agencies.....	1,274
Transferred to other institutions.....	934
Returned to committing officers.....	206
Left without permission.....	110
Otherwise discharged .....	90
Died .....	1,982
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Total . . . . .	17,968
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The approximate duration of institution life, and the age at the time of discharge of these children, also classified as to the manner of discharge, are indicated in the following tables:

A. TABLE SHOWING MANNER OF DISCHARGE OF CHILDREN DISCHARGED DURING THE YEAR ENDING SEPTEMBER 30, 1914, FROM INSTITUTIONS FOR DEPENDENT CHILDREN (NOT INCLUDING INFANT ASYLUMS)

LENGTH OF TIME IN INSTI- TUTIONS	LESS THAN 1 YEAR			FROM 1 TO 3 YEARS			FROM 3 TO 5 YEARS			OVER 5 YEARS		Totals
	Under 2	2 to 5	5 to 12	Under 2	2 to 5	5 to 12	Over 12	Under 2	2 to 5	5 to 12	Over 12	
AGE WHEN DISCHARGED												
.....	230	1,024	2,834	1,091	187	1,442	1,282	18	517	263	822	10,256
.....	9	8	22	20	2	31	21	1	9	8	13	198
.....	20	52	126	78	33	81	64	4	47	42	82	740
.....	2	16	44	58	2	14	121	...	1	1	300	622
.....	...	...	...	100	...	...	8	...	4	4	3	201
Transferred to other institutions, including hospitals	14	77	212	75	63	80	37	...	30	21	34	672
Left without permission	...	...	15	46	...	3	18	...	1	12	15	110
Died	75	35	54	5	10	15	12	1	9	6	10	221
Otherwise discharged or not stated	...	...	6	6	...	4	17	...	1	5	41	90
Totals	350	1,212	3,283	1,489	297	1,670	1,600	24	628	357	1,354	13,111

B. TABLE SHOWING MANNER OF DISCHARGE OF CHILDREN DISCHARGED FROM INFANT ASYLUMS AND HOSPITALS  
DURING THE YEAR ENDING SEPTEMBER 30, 1914

LENGTH OF TIME IN INSTITUTIONS	LESS THAN 1 YEAR						FROM 1 TO 2 YEARS		FROM 2 TO 3 YEARS		FROM 3 TO 5 YEARS		OVER 5 YEARS	Totals
													Over 5 years	
	Under 3 months	3 to 6 months	6 to 12 months	1 to 2 years	2 to 5 years	Over 5 years	1 to 2 years	2 to 5 years	Over 5 years	2 to 5 years	Over 5 years	3 to 5 years	Over 5 years	
Returned to relatives or legal guardians.....	320	224	268	371	529	66	99	86	18	99	18	48	31	2,205
Placed by institution in free homes.....	12	5	17	6	7	3	13	7	.....	10	.....	4	4	91
Discharged to placing-out agents or agencies.....	10	5	25	24	39	6	127	28	2	133	2	114	13	534
Returned to committing officers.	1	.....	2	1	.....	.....	.....	.....	.....	.....	.....	.....	1	5
Transferred to other institutions, including hospitals.....	7	3	9	6	17	22	5	26	18	7	38	13	53	261
Died.....	956	303	261	96	22	1	74	7	.....	28	1	12	.....	1,761
Otherwise discharged or not stated.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Totals.....	1,306	540	582	504	614	98	318	154	38	277	59	191	102	4,857

It will be noted that except in the case of young children the death rate in the institutions is not high. Of the 1,982 children who were reported as having died, 1,520 are reported as under one year of age, 253 between one and two years, 121 between two and five years, and only 88 over five years of age. The abnormal death rate in the infant asylums is due to a large extent to the poor physical condition of the children on admission, as these institutions receive sick children, many of them in a much reduced or dying condition, in addition to those who are well.

It is encouraging to note that in the list of discharges a total of 12,461 children, or 69 per cent., were returned to parents or guardians, and 2,185, or over 12 per cent., were placed out in free homes, or at employment, either directly by the institutions or through the medium of placing-out agencies. In the opinion of your Committee such disposition of so large a proportion of the inmates of institutions for children is desirable provided the children are returned to relatives or guardians or placed in free homes as soon as such procedure is proper under all the conditions affecting the individual cases, and only when the relationship thus established or reestablished are satisfactory from the standpoint of the welfare of the children.

The assumption by institutions of the care of children at public expense does not necessarily imply responsibility for the placement of children in foster homes, but when the institutions assume the responsibility for the selection of foster homes, or for the return of the children to their own homes, the supervision of each child until its social status is definitely settled naturally rests with the institution that has assumed the task of placement or return. Not all the institutions placing children in foster homes are provided with competent field agents to make the necessary investigations, and in such cases, as a rule, the work is not satisfactorily performed. There is also too frequently a lack of satisfactory records of the placement and supervision of children.

## CHILDREN IN INSTITUTIONAL CARE ON SEPTEMBER 30, 1914

The children remaining in the care of institutions on September 30, 1914, are classified on the basis of the manner of commitment as follows:

## On commitment from courts:

For destitution .....	258
For improper guardianship .....	6,454
For delinquency .....	2,047
On commitment from poor law officers.....	21,900
On request of relatives and guardians.....	5,280
By transfer from list of public charges and otherwise received .....	275
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Total .....	36,214
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## The approximate ages of these children are as follows:

Under one year of age.....	1,321
Between one and two years.....	1,357
Between two and five years.....	4,719
Between five and fourteen years.....	24,709
Between fourteen and sixteen years.....	3,423
Over sixteen years.....	685
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Total .....	36,214

The duration of their residence in the institutions is approximately shown in the following table:

Retained less than one year.....	12,601
Retained from one to two years.....	7,468
Retained from two to three years.....	5,136
Retained from three to five years.....	5,866

Retained from five to seven years.....	3,114
Retained from seven to ten years.....	1,616
Retained for more than ten years.....	413
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Total . . . . .	36,214
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Of this number 2,874 were orphans, 16,060 were half-orphans, 14,287 were children both of whose parents were living, and 2,993 were foundlings or illegitimate children or those regarding whose parents nothing was known. The reports from the several institutions show that of this total number 2,420 were supported entirely by the institution, 3,145 were maintained in whole or in part by relatives or guardians, and 30,649 were supported by counties, cities and towns.

Of the total number retained under care at the close of the year 4,056 were in boarding homes under the supervision of the institutions and 32,158 were retained in the institutions. The principal institutions maintaining children in boarding homes and the number so maintained at the end of the fiscal year are as follows:

CHILDREN IN BOARDING HOMES ON SEPTEMBER 30, 1914

Angel Guardian Home for Little Children, Brooklyn	500
Brooklyn Children's Aid Society, Brooklyn.....	236
Brooklyn Hebrew Orphan Asylum, Brooklyn.....	78
Children's Aid Society, Rochester.....	250
Five Points House of Industry, Pomona.....	246
Hebrew Orphan Asylum, Manhattan.....	229
Hebrew Sheltering Guardian Society, Pleasantville.	307
New York Foundling Hospital, Manhattan.....	1,585
New York Nursery and Child's Hospital, Manhattan	625
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Total . . . . .	4,056
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The duration of the residence of children in institutions is shown to some extent in the following table:

	Less than 1 year	From 1 to 3 years	From 3 to 5 years	Over 5 years	Total
1906.....	10,916	10,544	4,860	4,298	30,618
1907.....	11,641	10,754	5,258	4,298	31,948
1908.....	12,528	11,383	5,358	4,414	33,683
1909.....	11,466	12,120	5,567	4,533	33,686
1910.....	11,985	12,019	5,755	4,771	34,530
1911.....	11,233	11,693	5,844	4,932	33,702
1912.....	11,945	11,495	5,691	4,630	33,761
1913.....	12,046	11,930	5,626	4,896	34,498
1914.....	12,601	12,604	5,866	5,143	36,214

GENERAL TRAINING OF CHILDREN IN INSTITUTIONS

That the children in the average institution do not have that environment which is most conducive to their proper development socially and educationally is generally conceded, because it is a well recognized fact that the natural and most advantageous surroundings for a young child are those of the normal family home. While several institutions for children are now established on the "cottage plan", and to a degree overcome the "institutional" conditions which are so well known, and there are others in which the management is such as to encourage the development of initiative and self-reliance in the children, the situation is in need of much improvement. Many institutions are unable because of the lack of proper facilities, or of well qualified officers, to treat the children individually in accordance with their reasonable aspirations and needs, and in few of them are the social advantages and industrial and scholastic training well correlated. The school work is often too formal, and the industrial training frequently lacks that educational value which is found in institutions in which well-qualified instructors are placed in charge of this phase of the administrative work.

Perhaps the main cause of inferior administrative conditions, where such conditions exist, is the lack of a sufficient staff of well-qualified teachers and officers, and this in a large measure is due to lack of sufficient funds to maintain the institutions properly

Under the system by which the dependent children in this State are cared for and the manner in which the expense is borne — namely, by the counties, cities and towns of the State — it may be expected also that the standards of care and training will depend to some extent upon the attitude of the local officials charged with the relief of the poor in their community.

The Board's efforts to require institutions to increase their facilities and improve their methods in the training of the children, have met with favorable response on the part of most of the institutions, but on the other hand many localities have not been ready to pay a sufficient amount to the institution for the care and maintenance of the public wards to secure that standard of training which is to be desired. Few localities pay as high as \$3 per week per capita, whereas an efficiently managed institution providing for the proper scholastic, industrial and social training of children of school age cannot be maintained for less than \$4 to \$4.50 per week for each inmate, and, if the provision of the buildings and grounds and their general equipment is taken into consideration the per capita cost is much more.

Appended to this report and forming a part of it are tables prepared from the monthly reports of admissions to and discharges from institutions for children as filed with the State Board of Charities as follows:

Table No. 1, showing the number of public charges in homes for children on September 30, 1914, showing (a) the distribution by counties, (b) the institutions in which cared for, and (c) the number of years they have been retained in the institutions.

Table No. 2, showing the ages at the time of admission of the 36,214 children who were present in institutions on September 30, 1914.

Table No. 3, showing the birthplace of the father, mother and child in the case of each of the children present on September 30, 1914.

Table No. 4, showing the nativity of the father, mother and child in the case of each of the children present at the end of each of the years 1905, 1907, 1909, 1911, 1913 and 1914.



Table No. 5, showing the religion of father, mother and child in the case of the children present in institutions on September 30, 1914.

Respectfully submitted,

HERMAN RIDDER,  
STEPHEN SMITH, M. D.,  
DANIEL W. BURDICK,

*Committee on Orphan Asylums  
and Homes for Children.*

TABLE No. 1  
 NUMBER OF PUBLIC CHARGES IN HOMES FOR CHILDREN SEPTEMBER 30, 1914. SHOWING: (a) DISTRIBUTION BY COUNTIES. (b) INSTITUTIONS IN WHICH CARED FOR. (c) NUMBER OF YEARS DURING WHICH SUCH CHARGES HAVE BEEN RETAINED IN INSTITUTIONS

	Less than 1 year	1 to 2 years	2 to 3 years	3 to 4 years	4 to 5 years	5 to 6 years	6 to 7 years	7 to 8 years	8 to 9 years	9 to 10 years	Over 10 years	Total
<b>ALBANY.</b>												
Albany Orphan Asylum	34	7	21	19	8	6	13	5	3	3	2	121
Fairview Home	25	17	6	3	1	8	1	...	6	...	...	67
Guardian Angel	1	1	...	...	...	...	...	...	...	...	...	2
Maternity Home	113	11	5	...	...	...	...	...	...	...	...	129
New York Cadi	2	2	...	...	...	...	...	...	...	...	...	5
St. Christina's	...	...	3	1	...	...	...	...	...	...	...	4
St. Colman's Industrial School and Orphan Asylum of Watervliet	74	20	18	35	18	5	6	3	5	2	1	196
St. John's Orphan Asylum of Greenbush, Rensselaer	...	...	...	...	2	...	...	...	...	...	...	2
St. Joseph's Infant Home, Troy	17	1	2	...	...	...	...	...	...	...	...	1
St. Margaret's Home and Hospital, Albany	36	14	23	17	13	10	3	1	6	6	...	20
St. Vincent's Female Orphan Asylum, Albany	59	45	42	20	13	13	12	6	7	...	7	138
St. Vincent's Male Orphan Asylum, Albany	392	128	180	95	65	45	24	18	27	14	10	220
<b>Total</b>												605
<b>ALLEGANY.</b>												
St. Vincent's Female Orphan Asylum, Buffalo	...	1	...	...	...	...	...	...	...	...	...	1
Western New York Society for the Protection of Homeless and Dependent Children, Randolph	...	3	1	1	1	1	...	...	...	...	...	7
<b>Total</b>												8
<b>ESSEX.</b>												
Guardian Angel	1	5	1	...	1	...	...	...	...	...	...	8
St. Mary's	32	26	14	14	6	8	6	3	9	7	4	129
St. Vincent's Society for Children	3	4	2	2	...	...	...	...	...	...	...	11
St. Roman Catholic	...	...	...	...	...	...	...	...	...	...	...	...
Susquehanna Industrial School for Girls	1	...	...	...	...	...	...	...	...	...	...	1
<b>Total</b>												145
<b>ESSEX.</b>												
Guardian Angel	29	28	29	23	9	7	1	1	8	...	2	145
St. Mary's	76	63	46	39	16	15	7	4	15	7	6	294

## STATE BOARD OF CHARITIES

[illegible]







## STATE BOARD OF CHARITIES

619

[illegible]





## STATE BOARD OF CHARITIES

Reform Chil-	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...</
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TABLE No. 1—(Continued)

	Less than 1 year	1 to 2 years	2 to 3 years	3 to 4 years	4 to 5 years	5 to 6 years	6 to 7 years	7 to 8 years	8 to 9 years	9 to 10 years	Over 10 years	Total
Man-	264	138	133	101	81	72	57	44	39	31	15	965
.....	62	88	45	55	32	6	.....	.....	1	.....	.....	289
White	18	10	17	5	4	1	4	2	.....	3	.....	53
.....	45	27	17	10	21	0	.....	.....	.....	.....	.....	126
ns.	173	142	52	26	8	3	.....	.....	.....	.....	.....	404
Man-	389	228	216	199	126	97	87	44	23	20	1	1,429
.....	229	212	106	59	69	33	74	44	19	17	15	876
York,	.....	31	20	25	7	19	7	8	.....	.....	.....	139
.....	5	4	3	2	.....	3	1	1	.....	.....	1	20
.....	41	46	20	16	15	11	14	7	5	9	7	191
trial	.....	42	47	38	18	14	5	3	1	1	.....	322
.....	153	138	81	105	56	89	62	34	18	14	14	852
.....	7	1	4	2	4	2	2	1	.....	.....	.....	23
.....	155	122	41	16	18	4	1	.....	.....	.....	.....	337
.....	59	27	13	12	1	.....	.....	.....	.....	.....	.....	112
s.	217	173	126	92	48	35	53	33	25	6	13	821
.....	321	323	183	154	70	86	46	18	13	7	15	1,241
.....	1,320	526	245	159	96	66	11	10	5	.....	.....	2,430
.....	1,119	516	330	181	112	63	52	18	4	.....	1	2,397
.....	189	205	80	34	29	7	11	.....	.....	1	.....	556
.....	329	127	74	49	48	32	11	5	.....	.....	.....	975
.....	72	21	12	12	16	6	6	7	2	.....	.....	103
.....	163	194	103	111	47	39	18	18	13	14	4	729
.....	14	13	4	3	7	1	5	.....	.....	.....	.....	47
.....	14	7	20	3	7	4	4	2	.....	.....	.....	61
.....	18	24	3	1	5	2	2	1	1	.....	3	60
.....	133	145	67	93	46	26	7	14	13	13	18	574
.....	45	19	30	21	15	12	37	.....	.....	.....	.....	179
.....	39	18	12	6	10	14	4	4	.....	4	6	107
.....	209	147	110	59	88	26	61	56	35	5	9	805
.....	96	115	98	52	43	24	26	11	13	12	7	498

Brooklyn.....	188	77	64	45	26	22	19	22	13	2	440
of Brooklyn.....	277	146	113	82	63	33	22	33	21	11	814
.....	121	108	121	.....	10	5	8	9	3	2	390
men and Children.....	17	15	2	5	4	2	2	.....	.....	.....	47
Brooklyn.....	15	7	3	4	5	1	.....	.....	.....	.....	25
Total.....	8,034	4,068	3,243	8,218	1,845	1,181	837	510	355	303	23,622
NIAGARA:											
.....	18	5	.....	.....	.....	2	.....	.....	.....	.....	25
.....	11	5	.....	.....	.....	1	.....	.....	.....	.....	17
.....	.....	2	3	1	.....	.....	.....	.....	.....	.....	1
.....	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	9
.....	.....	2	3	.....	.....	.....	.....	.....	.....	.....	3
.....	.....	5	.....	.....	.....	.....	.....	.....	.....	.....	11
.....	16	6	3	.....	.....	.....	.....	.....	.....	.....	25
.....	3	2	1	.....	.....	.....	.....	.....	.....	.....	6
.....	53	29	9	1	.....	.....	.....	.....	.....	.....	27
ONEIDA:											
.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
.....	3	2	2	.....	.....	1	.....	.....	.....	.....	6
.....	24	26	6	15	4	10	17	.....	.....	.....	107
.....	68	21	17	8	8	10	8	.....	.....	.....	133
.....	39	26	31	6	12	5	.....	.....	.....	.....	130
.....	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	3
.....	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	3
.....	24	18	5	3	5	9	2	.....	.....	.....	69
.....	43	19	20	15	9	4	2	.....	.....	.....	117
.....	204	117	64	47	32	39	29	12	6	1	680
ONTONAGON:											
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
.....	3	.....	1	.....	1	.....	.....	.....	.....	.....	2
.....	37	32	13	10	17	8	.....	.....	.....	.....	128
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
.....	.....	1	.....	.....	.....	2	.....	.....	.....	.....	163
.....	52	26	24	29	10	5	2	.....	.....	.....	.....
.....	15	11	7	12	5	.....	4	.....	.....	.....	65
.....	6	.....	1	.....	.....	.....	.....	.....	.....	.....	8
.....	33	27	17	22	19	14	8	.....	.....	.....	133
.....	.....	.....	1	2	.....	1	.....	.....	.....	.....	4
.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....
.....	3	8	4	2	.....	1	.....	.....	.....	.....	18
Total.....	149	106	68	77	62	35	14	5	13	6	540

TABLE NO. 1 — (Continued)

	Less than 1 year	1 to 2 years	2 to 3 years	3 to 4 years	4 to 5 years	5 to 6 years	6 to 7 years	7 to 8 years	8 to 9 years	9 to 10 years	Over 10 years	Total
ONTARIO:												
Ontario Orphan Asylum of the City of Rochester	2	2				1						4
Our Lady of Mercy's Boys Orphan Asylum, Rochester				1								1
St. Patrick's Orphan Girls Asylum, Rochester	1	4	3	1	1	2						12
Society for the Protection of Destitute Roman Catholic Children, Lackawanna	4	4	2	2								12
Total	7	10	5	4	2	3						25
burgh, as Beneficent Society, Rochester	14	7	6	1	2		1					23
Children, Rochester	23	6										29
Children, Rochester	1	1			1							3
Children, Rochester	1	1										2
Children, Rochester	1	1										2
Homeless	11	6	2	3	9	1	3	3		1		23
Total	25	21	10	4	12	1	4	3		1		51
Homeless	1	2										3
Total	26	23	10	4	12	1	4	3		1		54
Homeless	1											1
Total	27	23	10	4	12	1	4	3		1		55
Homeless	1											1
Total	28	23	10	4	12	1	4	3		1		56
Homeless	1											1
Total	29	23	10	4	12	1	4	3		1		57
Homeless	1											1
Total	30	23	10	4	12	1	4	3		1		58

## STATE BOARD OF CHARITIES

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[illegible]



## STATE BOARD OF CHARITIES

Source:	Age	Sex	Color	Religion	Marital Status	Occupation	Education	Income	Assets	Liabilities	Net Worth	Life Insurance	Other Insurance	Other	Total
Western New York Society for the Protection of Homeless and Dependent Children, Randolph	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Total	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Source:	Age	Sex	Color	Religion <td>Marital Status</td> <td>Occupation</td> <td>Education</td> <td>Income</td> <td>Assets</td> <td>Liabilities</td> <td>Net Worth</td> <td>Life Insurance</td> <td>Other Insurance</td> <td>Other</td> <td>Total</td>	Marital Status	Occupation	Education	Income	Assets	Liabilities	Net Worth	Life Insurance	Other Insurance	Other	Total
House of the Good Shepherd, Utica	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
St. Mary's Boys' Orphan Asylum of the City of Rochester	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Society for the Protection of Destitute Roman Catholic Children, Lackawanna	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Total	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Source:	Age	Sex	Color	Religion <td>Marital Status</td> <td>Occupation</td> <td>Education</td> <td>Income</td> <td>Assets</td> <td>Liabilities</td> <td>Net Worth</td> <td>Life Insurance</td> <td>Other Insurance</td> <td>Other</td> <td>Total</td>	Marital Status	Occupation	Education	Income	Assets	Liabilities	Net Worth	Life Insurance	Other Insurance	Other	Total
St. Mary's Boys' Orphan Asylum of the City of Rochester	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Society for the Protection of Destitute Roman Catholic Children, Lackawanna	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Total	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Source:	Age	Sex	Color	Religion <td>Marital Status</td> <td>Occupation</td> <td>Education</td> <td>Income</td> <td>Assets</td> <td>Liabilities</td> <td>Net Worth</td> <td>Life Insurance</td> <td>Other Insurance</td> <td>Other</td> <td>Total</td>	Marital Status	Occupation	Education	Income	Assets	Liabilities	Net Worth	Life Insurance	Other Insurance	Other	Total
St. Mary's Boys' Orphan Asylum of the City of Rochester	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Society for the Protection of Destitute Roman Catholic Children, Lackawanna	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Total	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Source:	Age	Sex	Color	Religion <td>Marital Status</td> <td>Occupation</td> <td>Education</td> <td>Income</td> <td>Assets</td> <td>Liabilities</td> <td>Net Worth</td> <td>Life Insurance</td> <td>Other Insurance</td> <td>Other</td> <td>Total</td>	Marital Status	Occupation	Education	Income	Assets	Liabilities	Net Worth	Life Insurance	Other Insurance	Other	Total
St. Mary's Boys' Orphan Asylum of the City of Rochester	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Society for the Protection of Destitute Roman Catholic Children, Lackawanna	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Total	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Source:	Age	Sex	Color	Religion <td>Marital Status</td> <td>Occupation</td> <td>Education</td> <td>Income</td> <td>Assets</td> <td>Liabilities</td> <td>Net Worth</td> <td>Life Insurance</td> <td>Other Insurance</td> <td>Other</td> <td>Total</td>	Marital Status	Occupation	Education	Income	Assets	Liabilities	Net Worth	Life Insurance	Other Insurance	Other	Total
St. Mary's Boys' Orphan Asylum of the City of Rochester	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Society for the Protection of Destitute Roman Catholic Children, Lackawanna	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Total	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Source:	Age	Sex	Color	Religion <td>Marital Status</td> <td>Occupation</td> <td>Education</td> <td>Income</td> <td>Assets</td> <td>Liabilities</td> <td>Net Worth</td> <td>Life Insurance</td> <td>Other Insurance</td> <td>Other</td> <td>Total</td>	Marital Status	Occupation	Education	Income	Assets	Liabilities	Net Worth	Life Insurance	Other Insurance	Other	Total
St. Mary's Boys' Orphan Asylum of the City of Rochester	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Society for the Protection of Destitute Roman Catholic Children, Lackawanna	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Total	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Source:	Age	Sex	Color	Religion <td>Marital Status</td> <td>Occupation</td> <td>Education</td> <td>Income</td> <td>Assets</td> <td>Liabilities</td> <td>Net Worth</td> <td>Life Insurance</td> <td>Other Insurance</td> <td>Other</td> <td>Total</td>	Marital Status	Occupation	Education	Income	Assets	Liabilities	Net Worth	Life Insurance	Other Insurance	Other	Total
St. Mary's Boys' Orphan Asylum of the City of Rochester	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Society for the Protection of Destitute Roman Catholic Children, Lackawanna	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Total	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Source:	Age	Sex	Color	Religion <td>Marital Status</td> <td>Occupation</td> <td>Education</td> <td>Income</td> <td>Assets</td> <td>Liabilities</td> <td>Net Worth</td> <td>Life Insurance</td> <td>Other Insurance</td> <td>Other</td> <td>Total</td>	Marital Status	Occupation	Education	Income	Assets	Liabilities	Net Worth	Life Insurance	Other Insurance	Other	Total
St. Mary's Boys' Orphan Asylum of the City of Rochester	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Society for the Protection of Destitute Roman Catholic Children, Lackawanna	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Total	3	1	4	1	1	1	1	1	1	1	1	1	1	1	1
Source:	Age	Sex	Color	Religion <td>Marital Status</td> <td>Occupation</td> <td>Education</td> <td>Income</td> <td>Assets</td> <td>Liabilities</td> <td>Net Worth</td> <td>Life Insurance</td> <td>Other Insurance</td> <td>Other</td> <td>Total</td>	Marital Status	Occupation	Education	Income	Assets	Liabilities	Net Worth	Life Insurance	Other Insurance	Other	Total





## STATE BOARD OF CHARITIES

Missionary Sisters of the Third Order of St. Francis, Peaslee	1
New York Catholic Protectory, Van Noet, Bronx.	1
St. Mary's Orphan Asylum, Fort Jervis	1
St. Vincent's Female Orphan Asylum, Albany	6
Total	9
WATERS:	
St. Christina	
St. Joseph's I.	
St. Vincent's	
Troy Central	27
Troy Catholic	4
Troy Orphan	4
Total	35
WATER:	
Church Home of the Protestant Episcopal Church,	
Rochester	18
Rochester Orphan Asylum	1
St. Mary's Boys' Orphan Asylum of the City of Roch-	
ester	28
St. Patrick's Orphan Girls Asylum, Rochester	28
Non-Catholic of Homestead	4
Total	79



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TABLE No. 2

Showing the ages at the time of admission of the 36,214 children remaining in institutions on September 30, 1914:

One day (or born in institution) . . . . .	521
Between one day and one year . . . . .	3,205
Between one year and two years . . . . .	1,242
Between two years and three years . . . . .	2,037
Between three years and four years . . . . .	2,526
Between four years and five years . . . . .	2,706
Between five years and ten years . . . . .	15,829
Over ten years . . . . .	8,088
Ages not stated . . . . .	60
Total . . . . .	<u>36,214</u>

TABLE No. 3

Showing the birthplace of father, mother and child in the case of each of the children present in the institutions on September 30, 1914:

	Father	Mother	Child
United States . . . . .	1,538	1,495	908
New York State . . . . .	8,656	9,368	29,416
Other states . . . . .	1,801	1,583	1,776
England . . . . .	661	559	151
Ireland . . . . .	3,087	3,996	98
Scotland . . . . .	198	195	30
Germany . . . . .	1,757	1,439	81
Austria and Hungary . . . . .	1,782	1,902	258
Russia . . . . .	3,658	3,642	595
Italy . . . . .	5,087	4,754	810
France . . . . .	125	95	34
Norway and Sweden . . . . .	320	271	35
Canada . . . . .	439	447	126
South and Central America, West Indies, Mexico and Cuba . . . . .	141	126	50
Other foreign countries . . . . .	686	609	162
Unknown or not stated . . . . .	6,278	5,733	1,684
	<u>36,214</u>	<u>36,214</u>	<u>36,214</u>

TABLE No. 4

(A) Showing the nativity of each of the children present in institutions on September 30, 1914, as compared with that of children present on the corresponding date for each of the years 1905, 1907, 1909, 1911 and 1913:

	1905	1907	1909	1911	1913	1914
Native born .....	27,205	28,390	29,695	29,623	30,339	32,100
England.....	85	136	157	175	149	151
Ireland.....	112	123	134	116	142	98
Scotland.....	18	21	28	31	36	30
Germany.....	87	79	70	95	89	81
Austria and Hungary....	112	159	198	247	254	258
Russia.....	267	370	526	594	589	595
Italy.....	725	720	821	845	867	810
France.....	24	35	34	32	29	34
Norway and Sweden.....	17	20	21	23	33	35
Canada.....	133	136	112	128	122	126
South America and West Indies.....	11	15	45	66	57	50
Other foreign countries..	264	246	200	168	164	162
Unknown or not stated..	1,187	1,494	1,645	1,559	1,628	1,684
	<u>30,247</u>	<u>31,943</u>	<u>33,686</u>	<u>33,702</u>	<u>34,498</u>	<u>36,214</u>

(B.) Showing the nativity of the father in the case of each of the children present in institutions on September 30, 1914, as compared with that of the corresponding date in each of the years 1905, 1907, 1909, 1911 and 1913:

	1905	1907	1909	1911	1913	1914
Native born .....	10,297	11,112	11,392	11,288	11,624	11,995
England.....	665	746	649	648	649	661
Ireland.....	4,436	4,298	4,162	3,613	3,266	3,087
Scotland.....	210	202	190	200	202	198
Germany.....	1,893	1,895	1,855	1,884	1,694	1,757
Austria and Hungary....	573	984	1,133	1,291	1,486	1,782
Russia.....	1,460	2,121	2,806	3,175	3,276	3,658
Italy.....	2,471	2,809	3,360	3,879	4,640	5,087
France.....	160	155	139	129	118	125
Norway and Sweden.....	228	279	285	326	295	320
Canada.....	446	464	464	468	453	439
South America and West Indies.....	34	29	120	122	140	141
Other foreign countries..	964	685	604	589	619	686
Unknown or not stated..	6,410	6,164	6,527	6,090	6,036	6,278
	<u>30,247</u>	<u>31,943</u>	<u>33,686</u>	<u>33,702</u>	<u>34,498</u>	<u>36,214</u>

(C.) Showing the nativity of the mother in the case of each of the children present in institutions on September 30, 1914, as compared with that of the corresponding date in each of the years 1905, 1907, 1909, 1911 and 1913:

	1905	1907	1909	1911	1913	1914
Native born . . . . .	10,655	11,327	11,790	11,804	12,018	12,446
England. . . . .	512	524	493	514	543	559
Ireland. . . . .	5,166	5,173	4,774	4,283	4,047	3,996
Scotland. . . . .	149	194	185	202	183	195
Germany. . . . .	1,573	1,576	1,568	1,544	1,417	1,439
Austria and Hungary. . . . .	677	1,106	1,282	1,456	1,602	1,902
Russia. . . . .	1,643	2,123	2,739	3,097	3,270	3,642
Italy. . . . .	2,375	2,679	3,238	3,653	4,375	4,754
France. . . . .	146	124	102	95	86	95
Norway and Sweden. . . . .	253	263	259	283	256	271
Canada. . . . .	465	521	528	510	464	447
South America and West Indies. . . . .	22	23	90	100	127	126
Other foreign countries. . . . .	926	556	518	495	548	609
Unknown or not stated. . . . .	5,685	5,754	6,120	5,666	5,562	5,733
	<u>30,247</u>	<u>31,943</u>	<u>33,686</u>	<u>33,702</u>	<u>34,498</u>	<u>36,214</u>

TABLE No. 5

	Father	Mother	Child
Catholic . . . . .	20,511	22,775	24,263
Hebrew . . . . .	4,733	4,843	4,739
Protestant . . . . .	7,505	7,372	6,938
Unknown and not stated. . . . .	3,465	1,224	274
Total . . . . .	<u>36,214</u>	<u>36,214</u>	<u>36,214</u>

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**REPORT**  
**OF THE**  
**COMMITTEE ON DISPENSARIES**

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## REPORT OF THE COMMITTEE ON DISPENSARIES

*To the State Board of Charities:*

During the year ending September 30, 1914, 14 new dispensaries were added to those under supervision of the Board and 5 were closed, leaving a total of 184 dispensaries under supervision. Of these 131 were located in New York City, 8 in Buffalo, 7 in Rochester, 4 in Syracuse, 4 in Albany, 2 in Troy, 1 in Utica, 3 in Schenectady, and 24 in smaller cities, towns and villages. They are further classified as follows:

	Private	Public	Total
For treatment of tuberculosis.....	8	23	31
For dental treatment.....	4	1	5
For treatment of eye, ear or throat.....	12	....	12
For children . . . . .	4	11	15
For women and children.....	4	....	4
Other special dispensaries . . . . .	9	2	11
General dispensaries . . . . .	98	8	106
	<hr/>	<hr/>	<hr/>
Total . . . . .	139	45	184
	<hr/>	<hr/>	<hr/>
Connected with hospitals.....	84	8	92
Separately maintained . . . . .	55	37	92
	<hr/>	<hr/>	<hr/>
Total . . . . .	139	45	184
	<hr/>	<hr/>	<hr/>

The number of public dispensaries increased from 35 at the beginning of the year to 43 at the close of the year. Eight of these are maintained in connection with public hospitals under the management of the Department of Public Charities and the Trustees of Bellevue and Allied Hospitals in New York City, and the remainder are under the supervision of the Health Department in New York City and other subdivisions of the State.

Of the dispensaries which were closed one was for the treatment of tuberculosis, and at two other dispensaries of this class no patients were treated during the year. Eight of the tuberculosis dispensaries still maintained treated less than 100 patients each during the entire year, while the average number of treatments in each of five was less than one daily. Nevertheless the work done in many dispensaries of this class is excellent, and the total number of treatments in dispensaries is increasing with each year. The work performed by the dispensaries under the supervision of the Board during the year ending September 30, 1914, is shown in the following table:

NAME OF DISPENSARY	Number of treat- ments in dispen- saries	Prescrip- tions filled	VISITS TO PATIENTS IN THEIR HOMES	
			By physicians	By nurses
MANHATTAN				
Babies' Hospital of the City of New York.....	14,039	11,701	.....	1,103
Beachonian Dispensary.....	21,089	14,431	.....	.....
Bellevue Dispensary.....	149,392	142,593	.....	6,542
Beth David Hospital Dispensary.....	20,194	22,872	.....	.....
Beth Israel Hospital Dispensary.....	100,335	96,542	.....	520
Bloomington Clinic (of St. Michael's P. E. Church)	2,241	988	.....	198
Columbus Hospital Dispensary.....	22,846	15,790	.....	.....
Corlears Tuberculosis Clinic of the Department of Health, 331 Broome Street.....	4,990	1,267	1	.....
Cornell University Medical College Dispensary....	70,154	48,740	.....	.....
Demilt Dispensary.....	44,006	40,530	5,852	2,320
Department of Health Clinic for School Children, 449 East 121st Street.....	17,440	1,972	.....	.....
Department of Health Clinic for School Children, Gouverneur Slip.....	3,363	.....	.....	.....
Department of Health Clinic for School Children, Pleasant Avenue.....	9,909	2,130	.....	.....
Department of Health Clinic for School Children, 164 Second Avenue.....	6,331	.....	.....	.....
Department of Health Clinic for School Children, 78 Hester Street.....	22,407	3,825	.....	169
Department of Health Clinic for School Children, 222 Mott Street.....	13,804	1,874	.....	331
East Side Clinic for Children.....	16,111	15,948	.....	.....
East Side Clinic for Early Nervous and Mental Dis- eases.....	263	73	.....	104
East Side Clinic of the Department of Health, 111 East 10th Street.....	12,862	19,795	264	.....
French Benevolent Society's Dispensary.....	16,524	4,299	96	.....
General Memorial Hospital for the Treatment of Cancer and Allied Diseases.....	1,121	.....	.....	.....
German Hospital Dispensary in the City of New York	101,337	63,236	3,642	2,030
German Polyclinic of the City of New York.....	65,483	57,187	.....	.....
Good Samaritan Dispensary.....	194,211	156,680	6,303	1,904
Gouverneur Hospital Dispensary.....	137,581	123,419	.....	5,336
Grace Chapel Dispensary.....	1,796	1,171	25	547
Harlem Dispensary, The.....	7,963	8,255	.....	.....
Harlem Eye, Ear and Throat Infirmary.....	22,238	8,303	.....	.....
Harlem Hospital Dispensary.....	90,903	96,963	.....	6,119
Harlem Italian Clinic of the Department of Health, 420 East 116th Street.....	12,131	11,734	858	.....
Harlem Reformed Church Dispensary.....	2,915	2,462	.....	.....
Har Moriah Hospital Dispensary.....	21,331	12,203	.....	.....
Hermann Knapp Memorial Eye Hospital.....	16,372	7,599	.....	.....
Hospital for Deformities and Joint Diseases, The..	45,010	.....	.....	.....

NAME OF DISPENSARY	Number of treat- ments in dispen- saries	Prescrip- tions filled	VISITS TO PATIENTS IN THEIR HOMES	
			By physicians	By nurses
House of Relief of the Society of the New York Hospital.....	50,655	25,164	.....	.....
Italian Dispensary.....	17,924	10,882	.....	.....
Knickerbocker Hospital Dispensary.....	8,309	.....	.....	.....
Manhattan Clinic for Anti-Rabic Treatment, 139 Center Street.....	2,869	.....	.....	.....
Manhattan Eye, Ear and Throat Hospital Dispensary.....	151,844	47,314	.....	.....
Metropolitan Throat Hospital Dispensary.....	5,197	3,003	.....	.....
Middle East Clinic of the Department of Health....	2,235	2,405	52	.....
Mount Sinai Hospital Dispensary.....	232,228	173,074	628	8,329
Neurological Institute of New York, The.....	32,696	6,712	.....	.....
New York Dispensary.....	135,164	165,337	3,704	4,056
New York Eye and Ear Clinic.....	9,578	4,787	.....	.....
New York Eye and Ear Infirmary.....	138,616	54,238	.....	.....
New York Homeopathic Medical College and Flower Hospital Dispensary.....	33,399	22,953	.....	.....
New York Hospital of the Society of the New York Hospital.....	74,100	41,981	.....	.....
New York Infirmary for Women and Children Dispensary.....	44,101	36,389	7,193	2,067
New York Medical College and Hospital for Women Dispensary.....	4,342	2,740	1,258	.....
New York Ophthalmic Hospital.....	42,739	53,872	.....	.....
New York Orthopaedic Dispensary and Hospital..	44,114	9,383	.....	14,187
New York Osteopathic Clinic.....	406	.....	.....	.....
New York Polyclinic Medical School and Hospital..	63,940	29,512	.....	.....
New York Postgraduate Medical School and Hospital Dispensary.....	188,872	89,594	.....	.....
New York Skin and Cancer Hospital.....	40,136	48,139	.....	.....
New York Society for the Relief of the Ruptured and Crippled.....	48,056	22,087	.....	.....
New York Throat, Nose and Lung Hospital.....	18,417	8,834	.....	.....
Northeastern Dispensary in the City of New York..	26,874	20,806	4,678	.....
Northern Dispensary of the City of New York.....	18,594	14,871	1,715	1,616
Northwestern Dispensary in the City of New York..	26,366	38,581	1,979	.....
People's Pedicure Clinic, The.....	8,703	.....	.....	.....
Presbyterian Hospital in the City of New York...	83,504	59,348	79	10,033
Roosevelt Hospital.....	59,494	34,610	.....	1,360
St. Bartholomew's Clinic.....	55,620	21,752	.....	1,002
St. Luke's Hospital.....	56,658	57,557	.....	3,226
St. Mark's Hospital.....	24,420	12,632	.....	.....
St. Vincent's Hospital of the City of New York....	33,685	17,685	.....	.....
Southern Italian Clinic of the Department of Health, 22 Vandam Street.....	5,140	7,988	84	.....
Sydenham Dispensary.....	32,982	26,416	.....	.....
Trinity Church Association Dispensary.....	5,603	7,598	581	.....
University and Bellevue Hospital Medical College Dispensary and Clinic.....	105,706	90,697	.....	1,490
Vanderbilt Clinic of the College of Physicians and Surgeons.....	118,851	101,595	1,466	6,250
Volunteer Dispensary, The.....	28,885	595	50	.....
Washington Heights Hospital Dispensary.....	4,579	1,175	.....	.....
West Side Clinic of the Department of Health, 307 West 33d Street.....	5,797	6,796	190	.....
West Side German Dispensary, The.....	27,746	35,423	.....	.....
Wilkes Dispensary.....	18,044	7,757	.....	1,487
Woman's Hospital of the State of New York.....	4,979	2,469	.....	720
Totals — Manhattan.....	3,430,859	2,419,333	40,698	83,046
BROOKLYN				
Bay Ridge Hospital.....	9,973	7,471	101	.....
Bedford Dispensary and Hospital.....	3,812	2,147	.....	.....
Bradford Street Hospital Dispensary.....	14,162	12,581	.....	.....
Brooklyn City Dispensary.....	11,366	8,579	.....	.....
Brooklyn Eastern District Clinic of the Department of Health.....	7,781	8,977	140	.....
Brooklyn Clinic for Anti-Rabic Treatment, 29 Third Avenue.....	2,229	.....	.....	.....
Brooklyn Eastern District Dispensary and Hospital	10,724	10,992	.....	.....

NAME OF DISPENSARY	Number of treat- ments in dispen- saries	Prescrip- tions filled	VISITS TO PATIENTS IN THEIR HOMES	
			By physicians	By nurses
Brooklyn Eastern District Homeopathic Dispensary Association.....	11,210	9,755	.....	.....
Brooklyn Eye and Ear Hospital Dispensary.....	77,442	42,713	.....	.....
Brooklyn Hospital Dispensary.....	43,746	18,454	.....	.....
Brownsville Clinic of the Department of Health, 64 Pennsylvania Avenue.....	10,622	15,364	72	.....
Bushwick and East Brooklyn Dispensary.....	17,023	15,021	.....	.....
Cumberland Street Hospital Dispensary.....	19,474	19,474	.....	.....
Department of Health Clinic for School Children, 1249 Herkimer Street.....	16,788	2,330	.....	.....
Department of Health Clinic for School Children, 145 Lawrence Street.....	11,888	965	.....	430
Department of Health Clinic for School Children, 330 Throop Avenue.....	26,758	4,347	.....	.....
East New York Dispensary.....	28,259	21,908	.....	.....
Gates Avenue Homeopathic Dispensary.....	3,779	3,241	266	.....
German Hospital Dispensary of Brooklyn.....	7,511	3,113	.....	.....
Germantown Clinic of the Department of Health, 55 Sumner Avenue.....	8,535	10,548	164	.....
Hebrew Ladies' Dispensary of Williamsburg.....	21,661	20,732	603	.....
Jewish Hospital Dispensary.....	33,411	23,247	.....	.....
Kings County Hospital Dispensary.....	7,530	4,428	.....	.....
Long Island College Hospital Dispensary.....	67,751	27,700	.....	.....
Lutheran Hospital Association Dispensary.....	13,461	.....	.....	.....
Main Brooklyn Clinic of the Department of Health, Fleet and Willoughby Streets.....	10,339	14,483	172	.....
Memorial Dispensary for Women and Children....	1,186	1,364	200	.....
Methodist Episcopal Hospital Dispensary.....	19,740	16,670	.....	.....
New Utrecht Dispensary.....	4,757	3,663	.....	.....
Parkville Clinic of the Department of Health.....	495	614	20	.....
Reception Hospital Dispensary.....	6,567	3,453	.....	.....
St. Catharine's Hospital Dispensary.....	6,194	3,083	.....	.....
Samaritan Hospital of Brooklyn.....	7,808	3,217	.....	.....
Sar Shalom Dispensary of the Williamsburg Mission of the Jews.....	3,525	2,439	.....	.....
South Side Dispensary of East New York.....	11,726	12,332	.....	.....
Williamsburg Hospital Dispensary.....	11,273	5,700	.....	.....
<b>Totals — Brooklyn.....</b>	<b>570,501</b>	<b>361,105</b>	<b>1,738</b>	<b>430</b>
<b>BRONX, QUEENS AND RICHMOND</b>				
Bronx Dispensary.....	32,154	25,000	.....	.....
Bronx Eye and Ear Infirmary.....	13,224	5,751	.....	.....
Bronx Northern Clinic of the Department of Health, 3731 Third Avenue.....	9,638	12,755	149	.....
Bronx Southern Clinic of the Department of Health, 493 East 139th Street.....	9,491	12,652	137	.....
Department of Health Clinic for School Children, 580 East 169th Street.....	14,114	2,926	.....	10
Department of Health Clinic for School Children, 689 Bay Street.....	420	.....	.....	.....
Flushing Clinic of the Department of Health, 110 Broadway.....	1,221	1,734	77	.....
Flushing Hospital Dispensary.....	4,433	2,168	.....	.....
Fordham Hospital Dispensary.....	42,021	31,067	.....	3,044
Fordham University Consultation Clinic.....	9,075	3,860	.....	.....
Jamaica Clinic of the Department of Health, 10 Union Avenue.....	4,411	5,378	96	.....
Lebanon Hospital Dispensary.....	41,420	16,248	.....	.....
Lincoln Hospital and Home.....	10,351	3,566	.....	.....
Richmond Clinic of the Department of Health, Bay and Elizabeth Streets.....	1,067	1,529	110	.....
St. Vincent's Hospital Dispensary of the Borough of Richmond.....	2,158	.....	.....	.....
S. R. Smith Infirmary Dispensary.....	3,157	205	.....	.....
<b>Totals — Bronx, Queens and Richmond.....</b>	<b>198,355</b>	<b>124,839</b>	<b>569</b>	<b>3,054</b>
<b>Totals — New York City.....</b>	<b>4,199,715</b>	<b>2,905,277</b>	<b>43,005</b>	<b>86,530</b>

NAME OF DISPENSARY	Number of treat- ments in dispen- saries	Prescrip- tions filled	VISITS TO PATIENTS IN THEIR HOMES	
			By physicians	By nurses
OUTSIDE NEW YORK CITY				
Albany City Free Dispensary Association.....	6,075	3,579	.....	1,474
Albany Hospital Dispensary.....	3,104	1,626	.....	.....
Buffalo Association for the Control and Relief of Tuberculosis.....	4,115	651	.....	5,643
Buffalo Eye and Ear Infirmary.....	9,028	4,861	.....	.....
Buffalo Good Samaritan Free Dispensary.....	9,206	4,517	.....	.....
Charity Eye, Ear and Throat Hospital of Erie County	9,249	945	.....	.....
Charity Wards of the Saratoga Cure and Infirmary..	45	.....	.....	.....
Children's Free Dispensary, Schenectady.....	3,967	1,165	.....	.....
Children's Hospital, Buffalo.....	861	145	.....	.....
Cohoes Hospital Association.....	2,057	145	.....	.....
Corning City Tuberculosis Dispensary.....	48	24	1	553
Crouse-Irving Hospital Dispensary, Syracuse.....	294	92	.....	.....
Dunkirk Free Tuberculosis Dispensary.....	145	4	.....	1,433
Elmira Free Dental Infirmary.....	107	.....	.....	.....
Emergency Hospital of the Sisters of Charity, Buffalo	9,171	2,151	.....	.....
Free Dispensary for Lung Diseases, Ithaca.....	576	.....	.....	1,697
German Hospital Free Dispensary, Buffalo.....	1,272	420	.....	.....
Glens Falls Tuberculosis Dispensary.....	449	54	.....	2,034
Homeopathic Hospital Dispensary, Albany.....	5,408	781	.....	.....
Hospital Association of the City of Schenectady....	2,879	150	.....	.....
Lawrence Hospital, Bronxville.....	331	.....	.....	.....
Mamaroneck Society for Lending Comforts to the Sick.....	.....	107	.....	467
Mount Vernon Hospital Dispensary.....	2,473	380	.....	.....
Municipal Tuberculosis Dispensary, Schenectady..	415	267	34	927
Ossining Hospital Association Dispensary.....	270	28	.....	.....
Relief Station for Diseases of the Lungs, Pough- keepsie.....	140	23	.....	1,498
Relief Station for Pulmonary Diseases, Troy.....	599	559	5	1,671
Rochester General Hospital.....	10,295	5,404	.....	.....
Rochester Dental Society's Free Dispensary No. 1..	1,833	.....	.....	.....
Rochester Dental Society's Free Dispensary No. 2..	278	.....	.....	.....
Rochester Dental Society's Free Dispensary No. 3..	1,788	.....	.....	.....
Rochester Homeopathic Hospital Free Dispensary..	6,022	3,634	.....	2,760
Rochester Public Health Association.....	3,408	162	2,294	.....
Rome Dispensary.....	20	.....	.....	159
St. John's Riverside Hospital Dispensary, Yonkers..	18,256	4,904	.....	.....
St. Joseph's Hospital Dispensary, Yonkers.....	6,744	1,690	.....	.....
St. Peter's Hospital Dispensary, Albany.....	3,597	3,018	.....	.....
Samaritan Hospital of Troy.....	1,668	409	.....	.....
Saratoga Hospital Dispensary.....	434	76	.....	.....
Social Settlement Dispensary, Rochester.....	3,611	2,637	41	2,047
Syracuse Free Dispensary.....	15,379	10,458	.....	.....
Syracuse Homeopathic Hospital Dispensary.....	63	64	.....	.....
Troy Hospital Dispensary.....	4,570	923	.....	352
Tuberculosis Clinic of Syracuse.....	1,645	1,642	203	2,307
Tuberculosis Dispensary of Cohoes.....	446	226	27	2,434
Tuberculosis Dispensary of Middletown.....	675	422	124	1,523
Tuberculosis Dispensary of Watertown.....	395	302	.....	.....
Utica Dispensary.....	4,012	1,536	.....	315
Vassar Brothers' Hospital Dispensary, Poughkeepsie	4,723	1,541	.....	.....
Watertown Dental Dispensary.....	557	.....	.....	.....
Watervliet Relief Station for the Treatment of Pulmonary Diseases.....	.....	.....	.....	514
Welcome Hall Dispensary, Buffalo.....	3,117	14	.....	2,751
Yonkers Homeopathic Hospital and Maternity.....	737	107	.....	.....
Yonkers Tuberculosis Dispensary.....	2,519	1,984	15	9,975
Totals — Outside New York City.....	169,076	63,827	2,744	42,534
Grand total — Entire State.....	4,368,791	2,969,104	45,749	129,064

A comparison of the work of dispensaries for the past two years is shown in the following table:

#### NUMBER OF TREATMENTS AT DISPENSARIES

	1913	1914
Manhattan . . . . .	3,255,904	3,430,859
Brooklyn . . . . .	559,806	570,501
Bronx, Queens and Richmond . . . . .	187,890	198,355
	<hr/>	<hr/>
Total, New York City . . . . .	4,003,600	4,199,715
Outside of New York City . . . . .	150,392	169,076
	<hr/>	<hr/>
Grand total, entire State . . . . .	4,153,992	4,368,791
	<hr/> <hr/>	<hr/> <hr/>

#### NUMBER OF VISITS TO HOMES BY PHYSICIANS AND NURSES

	1913	1914
Manhattan . . . . .	130,564	123,744
Brooklyn . . . . .	9,952	2,168
Bronx, Queens and Richmond . . . . .	1,745	3,623
	<hr/>	<hr/>
Total, New York City . . . . .	142,261	129,535
Outside of New York City . . . . .	41,617	45,278
	<hr/>	<hr/>
Grand total, entire State . . . . .	183,878	174,813
	<hr/> <hr/>	<hr/> <hr/>

During the year your Committee in accordance with a resolution adopted by the Board has given careful consideration to the revision of the rules governing dispensaries which were established by the Board in accordance with the provisions of the Dispensary Law. Through the reports of inspectors of the Board and by personal visitation and observation it was learned that with few exceptions the rules now in operation are complied with by a large majority of the dispensaries, and that the application of the rules since their promulgation fifteen years ago has resulted in much improvement in dispensary methods. The aim of the rules has been two-fold: namely, the adequate care of the patients who

apply at dispensaries for treatment, and the exclusion from dispensaries of persons who should go elsewhere for treatment. The restriction of dispensary privileges to those who are in indigent circumstances is desirable not only because pauperism should be discouraged but because the dispensary facilities are now often overcrowded. Adequate care of patients requires not only proper facilities and a sufficient number of competent physicians, nurses and other employees, but in addition a proper system of records. Where possible, a social service department should be formed to aid in improving the home conditions of patients where such conditions are not favorable to the restoration of the patients to their normal health.

Inspections have shown in many dispensaries the lack of such a system of records as will enable the dispensary to identify the individuals who apply for treatment, to maintain a consistent course of treatment during their succeeding visits to the dispensary, or to follow out a systematic plan of treatment through the social service department.

Your Committee therefore would recommend the adoption of rules requiring (a) a more adequate system of records, (b) such a staff of physicians and office assistants as will make possible adequate care and treatment of patients, and (c) exclusion from dispensaries of patients who should go elsewhere for treatment.

Criticisms have come to the attention of your Committee in reference to the custom of dispensaries in charging fees for admission or for medicine. The custom of charging nominal fees for admission or for treatment in dispensaries is now general, there being few dispensaries in which no such charges are made. Fees for admission vary, some dispensaries charging for registration only, while others charge for each visit made by the patient. It is customary also in some dispensaries in which an admission fee is charged to make an additional charge for the medicine dispensed. The amount of the fee is usually 10 cents but in some cases it is more. It is understood, however, that the fees are remitted in the case of any person who is unable to make the payment.

Another recommendation which has come from physicians and others connected with New York City dispensaries is that each



dispensary for the treatment of general diseases be assigned a definite district, so that patients residing without such district who apply for treatment may be referred to the dispensary assigned to the district in which the patient has a residence. In the opinion of your committee while this method may have some advantages the difficulties in the way of putting it into effect are at the present time too great to warrant an attempt in that direction, except as individual dispensaries may make mutual agreements with each other.

The object of the revision of the rules, about to be recommended by your Committee, is to increase the efficiency of the dispensaries by requiring, where necessary, a larger staff of physicians and clerical assistants, a more complete system of records, better facilities for the proper handling of the patients, and greater care in the elimination from the dispensary of those patients who are able financially to employ their own physicians, the operation of all of which it is believed will tend to reduce the overcrowded conditions found in many of the dispensaries particularly those in New York City.

Respectfully submitted,

STEPHEN SMITH, M. D.,  
J. RICHARD KEVIN, M. D.,  
FRANK F. GOW, M. D.,

*Committee on Dispensaries.*



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**REPORT**  
**OF THE**  
**COMMITTEE ON ALMSHOUSES**

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**[645]**



## REPORT OF THE COMMITTEE ON ALMSHOUSES

### *To the State Board of Charities:*

The Committee on Almshouses herewith presents its report for the year ending September 30, 1914.

An appreciable advance in the conduct and equipment of the several almshouses of the State is evident from their classifications according to the standard adopted by the State Board of Charities. At the present time, exclusive of the public charitable institutions in New York City, thirteen of the almshouses have attained the commendable rank of first class in both administration and plant, thirty-two are rated as being first class in administration and second class in plant and only two of the sixty-four institutions graded are denoted as third class in both administration and plant. It also becomes evident from a further analysis of the tables, that on the whole the improvements to buildings and equipment in most of the institutions have not kept pace with the introduction of higher standards of administration. In six of the institutions considered which are rated first class in administration, the superintendents and keepers maintain this high standard in spite of old and unsuitable buildings and the use of antiquated interior equipment.

The past year has been marked by the completion of new almshouse buildings in Niagara and Madison counties, and by extensive improvements and repairs in several of the other institutions. In the matter of securing better fire protection considerable progress has been made. In many cases additional exterior iron stairway fire-escapes have been constructed on the buildings occupied by inmates, and provision has been made for a more adequate water supply system. The use of electricity for lighting purposes is becoming more general although the persistence of the unsafe and unsanitary open flame gas burners in some of the larger institutions is still to be regretted.

The improvement of the county farms through the cooperation of the State Department of Agriculture has a direct bearing upon the general well being of the entire institution. This cooperation assures expert knowledge and advice in regard to the kind of

crops best suited to the soil, and the improvement of the stock and farm equipment. The Department of Agriculture aims to make each county farm a model in farm buildings and equipment and in profitable methods of agriculture and dairying. Already several have been considerably benefited by this assistance and the fact that the almshouse, properly conducted, can be made nearly if not entirely self-supporting, incites the interest and pride of the citizens of the county, and eventually results in increased appropriations from the local boards for the general improvement of the institution. It is unfortunate that several of the larger almshouses are located close to the business sections of cities and that they afford only limited opportunities for agriculture, thereby increasing the per capita cost of maintenance and opening the institution to those abuses which are attendant upon an urban site.

Inasmuch as the almshouse is essentially a hospital institution, any inquiry into the standards of efficiency with which an individual almshouse meets the needs of the community by which it is maintained or of the public dependents which it receives, must take into consideration the adequacy of the provision made for the care of the sick and the character of the nursing service. An examination of the population of the average almshouse of this State will reveal the presence of an extremely small percentage of able-bodied persons. Exclusive of the large class of mental defectives which, owing to the present crowded conditions of the state institutions, must still be cared for in the county and city almshouses, the majority of the inmates are either crippled or more or less seriously afflicted with some chronic disease and many of them must remain bedridden until their death. The need of suitable hospital facilities and of the employment of an experienced nurse who shall devote her whole time to the care of the sick is still apparent in many of the almshouses throughout the State and it is along this line that the future offers the greatest opportunity for improvement.

Although separate hospital buildings or especially equipped infirmary wards have already been established in connection with several of the city and county almshouses, there still remain several institutions in which the sick must either be cared for in their rooms or scattered through the dormitories, where their

presence is attended by increased discomfort to the sufferers themselves, and adds to the danger of spreading infection and also to the difficulties of the administration.

In some of the smaller almshouses the care of the sick has been left to inmates under the supervision of the administration. This method is usually unsatisfactory unless the latter can devote considerable time to the work. Unfortunately the duties of the superintendent or keeper and of the matron are necessarily so many that it is practically impossible for them to spend sufficient time among the sick to insure them competent care. Moreover in most cases neither the administration nor the inmate is possessed of a technical knowledge of nursing. In other institutions the practice obtains of transferring the sick to city hospitals at a fixed per capita rate. This usually results in the removal of comparatively few cases as the critically ill can seldom be taken from the almshouse, while the majority of minor ailments are not considered serious enough to warrant hospital care. Obviously the solution of the problem is the establishment of the hospital or infirmary wards on the almshouse grounds and the employment of an experienced nurse.

In general we are of the opinion that the need of reform in the methods of administering outdoor relief is more urgent than in institutional management and we again call attention to the desirability of establishing a better and more efficient system through the separation of charity from local politics. In order that poor law officials may be appointed by virtue of their qualifications rather than elected to office as a reward for service in political organization, or because of their inability to maintain themselves otherwise, we urge the amendment of the county law to provide for the appointment of the superintendent of the poor by the county board of supervisors from civil service lists and under civil service regulations, and also urge that in place of electing overseers of the poor in towns, superintendents of the poor appoint deputies who shall have the powers of overseers, but be directly responsible to the county superintendent. This would abolish the elective office of overseer of the poor and would invest the superintendent with the right to appoint competent agents to assist him in his work.

In conclusion it may be said with satisfaction that the almshouses of New York State are coming more and more to be county and city homes in the true sense of the word, where the aged, the sick and the infirm who are dependent upon public charity may be cared for humanely and economically.

A more detailed statement in regard to the recent improvements and the present needs in the various institutions will be found in the following reports of the visitation of the almshouses of the several judicial districts.

Respectfully submitted,

S. W. ROSENDALE,  
D. M. BURDICK,  
HENRY MARQUAND,

*Committee.*

October 1, 1914.

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**REPORT OF VISITATION**  
**OF**  
**ALMSHOUSES AND PUBLIC HOSPITALS**  
**IN THE**  
**FIRST JUDICIAL DISTRICT**

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## REPORT OF VISITATION OF ALMSHOUSES AND PUBLIC HOSPITALS IN THE FIRST JUDICIAL DISTRICT

### *To the State Board of Charities:*

During the calendar year 1914 all the municipal institutions in the city of New York have been visited by the President of the Board and by the Commissioners in the First and Second Judicial Districts. Those in the Second Judicial District are reported upon by the commissioner in that district in connection with the almshouses and other public hospitals of the counties of the district other than those in the city of New York.

As commissioner of the First Judicial District I have paid particular attention to the municipal institutions situated in the First Judicial District and have noted that overcrowding continues throughout the Department of Public Charities. It is evident that the city should take prompt and sufficient measures to relieve this condition and make large provision elsewhere for its future needs.

The total bed capacity in the city charitable institutions of all kinds provides for only 15,560 inmates, and although on the 30th of September, 1914, when the annual report of the State Board of Charities was made, there were only 14,748 inmates present, the chief institutions had far exceeded their capacity.

For example, New York City Children's Hospitals and Schools on Randall's Island, with a capacity of 1,726, had 1,977 present upon that date. Metropolitan Hospital on Blackwell's Island, with a capacity of 1,590, had 1,753 patients. New York City Home for the Aged and Infirm on Blackwell's Island, with a capacity of 2,696, had actually present on that date 3,025 inmates. Thus it will be seen that the institutions in which the inmates remain over a considerable period were crowded and that the vacancies on the day of census existed in the institutions where service is usually temporary in character.

It must also be borne in mind that the hospitals under the control of the Department of Health and of the Trustees of Bellevue

and Allied Hospitals are always less crowded during the months of September and October than during the winter and spring months, when, owing to various circumstances, the capacity is so overtaxed that frequently beds must be laid down on the floors in order that emergency patients may receive prompt service.

A year ago your Commissioner in his report stated that New York City had less than 5,000 beds in its general public hospitals, while London has 17,000 such beds and Paris 16,000 beds, and that neither London nor Paris has the congestion of population nor the overwhelming immigration that comes to New York City. For this reason it is evident that enlarged facilities are now greatly needed for the public charities of the city administered by the three departments which have them in charge, that is — the Department of Public Charities, the Trustees of Bellevue and Allied Hospitals, and the Department of Health. Each of these carries on its work independently of the others, although coöperating as far as circumstances permit. Each does work similar in character to that carried on by the others and patients pass from one department to another, sometimes at their own volition and sometimes through the method of discharge and subsequent admission to another institution.

It is apparent that there would be a great improvement if the hospitals under the management of the city were consolidated under one head, leaving to the Department of Public Charities the care of the able-bodied dependents in the city homes or almshouses and other like public institutions of charity. Efficient management, economic administration and real benefit to the dependents of the city would follow such a change in administration measures.

Notes on the condition of the several institutions follow:

### THE DEPARTMENT OF PUBLIC CHARITIES

Total bed capacity, 12,644; census September 30, 1914, 12,211

#### NEW YORK CITY HOME FOR THE AGED AND INFIRM MANHATTAN DIVISION, BLACKWELL'S ISLAND

The average census of the New York City Home for the Aged and Infirm has shown a marked increase during the year. To accommodate the increased number of inmates, a large room over

the administration offices, formerly the Lutheran chapel, has been converted into a dormitory for the women and eighty beds for men have been placed on the second floor of Building S. The internes who have been removed from this dormitory are now quartered in the building known as the superintendent's residence. In addition, fly screens have been provided on the kitchen building, the dining-rooms of the north pavilion and the operating rooms, and a new floor has been laid in the kitchen. A teacher is now employed to instruct the women in sewing and rug making. The Home needs increased accommodations for inmates in order to relieve the overcrowding which exists. The added facilities should include a new and modern service building with adequate dining rooms for each sex, and a day room for the women. A modern fire alarm signal system and electric lighting throughout the buildings are also needed. Plans have been drawn for a day room and industrial building for the women and the appropriation of \$75,000 will, it is hoped, soon be available for this purpose.

The grounds of the three institutions on Blackwell's Island have been much improved in recent years by grading, the building of new roads and walks, and the planting of additional trees and shrubs. They now present an attractive appearance.

#### CITY HOSPITAL, BLACKWELL'S ISLAND

At the City Hospital, the bed capacity has been increased by placing beds for convalescent patients in the one-story frame building formerly occupied by helpers, and by remodeling the interior of the one-story brick storehouse for the use of male neurological cases. A new dormitory building for female employees, begun last year, has been completed and electric lighting has been installed throughout the hospital. Other improvements include new plumbing and fixtures in several ward service rooms, and the repainting of the interior of the hospital and of the nurses' home. The installation of modern elevators and the construction of a larger and better operating room have been delayed. These improvements are greatly needed and have been for some time planned. Other needs are an additional building for male employees, provision for the separation of children from adults and balconies at the rear of the main building at each floor. The hospital has been much overcrowded during the winter months.

## METROPOLITAN HOSPITAL, BLACKWELL'S ISLAND

The capacity of the Metropolitan Hospital has been increased by the completion of the north section of the east pavilion, which is for the present being used for the care of children. A dormitory building for male employees has also been completed. The construction of the new kitchen building at the Metropolitan Hospital has progressed slowly during the year. This building, originally designed for the use of the tuberculosis infirmary, is now intended to serve the main hospital also. Changes which have been made in the plans of construction and in the proposed arrangement of the equipment have served to delay the work. In the meantime food for the increased population is prepared in the old and inadequate kitchen building of the main hospital group. A new roof for the T and S building has been provided and the roofs of the main building repaired. The dormitory building for women employees which was opened on October 14, 1912, was vacated on December 20, 1913, on account of the settling of one end and the resultant cracking of the walls. The proposed partial reconstruction intended to remedy the structural defects has not yet been begun and the building has therefore been vacant during the entire year. An appropriation of \$25,000 to strengthen the foundation has been made but this sum has not yet been released by the Board of Estimate. Meanwhile female employees occupy the building erected for the male helpers and old and unsuitable frame structures are still used for the men. The principal needs of the hospital are additional pavilions for patients, a reception building for the main hospital, a modern fire-alarm system and a suitable stable or garage to replace the old and unsightly stable buildings now in use.

NEW YORK CITY CHILDREN'S HOSPITALS AND SCHOOLS,  
RANDALL'S ISLAND

Little has been done during the year at the New York City Children's Hospitals and Schools to keep the buildings in repair and to provide additional accommodations for the increased population. Work has been slowly continued on the new power house and laundry, and this building is now approaching completion. Pavilion G, the new hospital building for male custodial cases,

has been completed and occupied. A contract has been let for the installation of a fire alarm system and other improvements in the fire protection. Additional buildings for feeble-minded and custodial cases, and for the accommodations of male and female helpers should be erected. Electric lighting should also be provided in the buildings not now so equipped. Larger wages for the poorly paid hospital helpers, in order that a better grade of men and women may be employed, are especially needed at this institution since many of these employees are assigned to the care of sick or irresponsible children. A slight increase in the appropriation for hospital helpers in this institution for the year 1915 has been secured. The grounds of Randall's Island also have been improved by the removal of the old reservoir and by grading.

#### MUNICIPAL LODGING HOUSE, MANHATTAN

The Municipal Lodging House is a modern seven-story fireproof building which provides dormitory accommodations for about 900 men and 100 women. As this institution was during the past winter sometimes called upon to shelter more than 2,000 persons in a single night, the second floor of the recreation pier at the foot of East 24th street has been equipped to accommodate the overflow. Beds for 1,120 men are kept in readiness on the pier and several hundred folding cots are also available if needed. A kitchen and a dining-room are now provided in this annex. A passageway recently opened from 25th to 24th street enables the men to pass from the lodging house to the annex much more easily than formerly. Changes in the main building have served to increase somewhat the capacity of the women's dormitories and the men's dining-room.

#### THE MORGUE, MANHATTAN

The morgue has been removed from the old and unsuitable building at the foot of East 26th street to quarters provided for that purpose in the new pathological building of Bellevue Hospital. A new system of checking and registering is intended to prevent the removal of bodies by those not relatives of the deceased. The first two floors of this building provide suitable examination and autopsy rooms together with provision for the storage of 248 bodies.

## BELLEVUE AND ALLIED HOSPITALS

## BELLEVUE HOSPITAL

Bellevue Hospital has now bed capacity for more than 1,300 patients. During the year pavilions I-K and L-M, constructed at a cost of more than \$2,000,000, have been completed and equipment is now being installed. The new buildings are seven story and basement brick structures intended largely for the care of surgical cases and are modern in design and equipment. Their completion marks a most important step in the reconstruction of this hospital. The new buildings already have a bed capacity for 750 patients instead of 407 as in the old building, and twelve operating rooms are provided, while the old building contains but three. Each floor of the new pavilions will have a dressing room completely equipped, a feature which the old building lacks. When the new pavilions are occupied, all the old buildings will in turn be removed to make way for the new pavilions called for to complete the plan.

The reconstruction of Bellevue Hospital according to plans prepared some years ago is now approximately half completed. Up to the present time there have been constructed pavilions A-B, I-K and L-M for patients, a large pathological building, a dormitory building for men employees, and a laundry and power house. The total cost of the new buildings has been \$4,300,000, and about \$400,000 has been spent for equipment. Buildings still to be erected are two pavilions for patients, a dormitory for the women, a dispensary, a new kitchen and an addition to the nurses' home. Additional accommodations for the nurses are much needed at the present time.

## GOUVERNEUR HOSPITAL

Gouverneur hospital is located in a densely populated quarter of the city and has a large emergency and dispensary service. Practically nothing has been done during the year to increase the ward space or to relieve the overcrowding in the dispensary. A site has been secured and \$240,000 appropriated for the construction of a new dispensary building but this appropriation has not yet been released by the Board of Estimate.

## HARLEM HOSPITAL

The new nurses' home at the Harlem Hospital has been completed and occupied and the construction of the new ward wing is now practically finished. Contracts for the erection of an addition to the building for employees have recently been let. Complete and permanent screening of the hospital, power house and laundry is needed and provision should be made to increase the dispensary facilities.

## FORDHAM HOSPITAL

At Fordham Hospital a large house adjacent to the hospital grounds has been leased and is used as an annex to the nurses' home. The wards of this institution, especially those for women, are frequently overcrowded and an additional ward wing is therefore needed. Increased accommodations for male employees should also be provided.

## THE DEPARTMENT OF HEALTH

## OTISVILLE SANATORIUM

The Otisville Sanatorium, conducted for the treatment of incipient tuberculosis, has at present capacity for more than 600 patients. The site is elevated and healthful. During the year hospital pavilions 110 and 111 have been completed, a transformer station built and the building lighted by electricity. Work has been continued on the large reservoir for storing the water supply and on the sewage disposal plant. About 35 acres of fertile swamp land have been drained and a new cow barn constructed. The new laundry has been completed and a recreation hall is under construction. The principal needs of this institution are an infirmary building and a school building with modern equipment.

## RIVERSIDE HOSPITAL

Some of the buildings at the Riverside Hospital are occupied by persons suffering from tuberculosis while others are used for the care of cases of contagious disease. Ward buildings 1 and 5, for diphtheria and scarlet fever, respectively, and the new wing

of the nurses' home have been completed and occupied. The dock has been extensively repaired. The principal needs of the hospital are a modern service building, dormitory buildings for male and female employees, and a new chapel.

All of which is respectfully submitted.

WILLIAM R. STEWART,

*Commissioner, First Judicial District.*

New York, December 31, 1914.



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**REPORT OF VISITATION**  
**OF**  
**ALMSHOUSES AND PUBLIC HOSPITALS**  
**IN THE**  
**SECOND JUDICIAL DISTRICT**

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## REPORT OF VISITATION OF ALMSHOUSES AND PUBLIC HOSPITALS IN THE SECOND JUDICIAL DISTRICT

*To the State Board of Charities:*

The annual report of the almshouses, public hospitals and public children's homes in the Second Judicial District is herewith presented. All the institutions have been visited and inspected during the past year. The following notes briefly summarize the recent improvements and present needs of each:

### BRADFORD STREET HOSPITAL, BROOKLYN

The leasing for residence purposes of the house adjoining this emergency hospital has made possible the much needed enlargement of the dispensary. Accidents are frequent in the neighborhood and the purchase of a motor ambulance would increase the efficiency of the service. The present site is inadequate for the further expansion of the hospital and the institution is to be replaced by the East New York Hospital on another site. Work on the new buildings has not yet been commenced.

### CONEY ISLAND HOSPITAL, BROOKLYN

Since the opening of this hospital in 1910 the demands upon its service has been constantly increasing, and during the summer season in particular the present capacity is overtaxed. A separate maternity ward and a children's ward should be provided and additional night nurses are needed. During the year the entire hospital has been equipped with new screens.

### CUMBERLAND STREET HOSPITAL, BROOKLYN

Several interior improvements have been made during the year including the remodeling of the operating suite, the opening of a children's detention ward and the rearrangement of several of the rooms. The enlargement of the congested maternity ward is contemplated. The building itself remains unsuited to the purposes for which it is used with adequate dispensary and convenient

nurses' home. In view of the fact that it would be impossible without great expense to reconstruct the present building satisfactorily, it is probable that the adjacent land recently acquired by the city will be used for a new wing to be occupied by patients while the new hospital now under consideration is being built.

#### GREENPOINT HOSPITAL, BROOKLYN

The buildings of the new Greenpoint Hospital are rapidly nearing completion. They are six in number, all of brick in tapestry finish and are similar in design and architecture. The hospital ward building is five and six stories in height. The main entrance is plain and dignified with stone porch and columns. Behind it, bordering on a court, are the male employees' dormitory, the garage and morgue, the power house and laundry, the nurses' home and the dormitory for female employees. These are all three-story buildings with basements and are connected with the rest of the plant by underground passages. The opening of this institution will meet a long-felt need for hospital facilities in the Greenpoint section.

#### KINGS COUNTY HOSPITAL, BROOKLYN

The year has been marked by the completion and occupancy of the new Children's Hospital and the staff house. Plans and specifications are in the course of preparation for a new laundry and a dormitory for female employees. The male employees are quartered in three separate buildings, all overcrowded, and in many respects unsuited for dormitory purposes. Changes in the force of employees, especially among the low paid helpers, are frequent. Additional accommodations for nurses in training are needed at the nurses' home and the number of nurses in the hospital is inadequate for the heavy service, particularly in the male surgical and maternity wards.

#### NEW YORK CITY HOME FOR THE AGED AND INFIRM BROOKLYN DIVISION

This institution is much overcrowded in both the men's and women's buildings. Since June a trade instructor has been employed to provide suitable work for the idle men and women with beneficial results, although adequate quarters for industrial trade

work are lacking. An elevator should be installed in the women's building and a modern hospital building for chronic cases is needed.

#### NEW YORK CITY FARM COLONY, STATEN ISLAND

Among the buildings recently added to the plant are a male service building, a stone horse barn and wagon house and a stone morgue and garage. An additional dormitory is needed, for although the institution has a normal capacity of 1,000 the census during the winter months has been as high as 1,300.

#### SEA VIEW HOSPITAL, STATEN ISLAND

This tuberculosis hospital is modern in construction and equipment. The plant consists of eight five-story buildings of concrete and stucco, arranged in the form of a semicircle with ward and extensive porch view facing the Bay. The institution was opened in 1913 and has a bed capacity of 1,000. An appropriation of \$800,000 has been made to acquire additional land and to construct buildings for the use of patients able to be about. The present buildings will then be used for the care of patients confined to their beds. Better transportation facilities are needed in order that friends and relatives of patients may undergo less difficulty and expense in visiting the hospital.

#### SUFFOLK COUNTY ALMSHOUSE

The main building of this almshouse is of wood, two and a half stories in height with two-story wings. The sick are cared for by a trained nursing staff in a detached two-story frame hospital. This building is inadequate in size to accommodate all who require hospital care and should be enlarged. A power laundry plant is lacking and a better day room should be provided for male inmates. A new and modern dairy barn has recently been erected at a cost of \$8,500.

#### SUFFOLK COUNTY CHILDREN'S HOME

The purchase of three additional acres of land enables this institution to raise its own vegetables and affords the older boys practical experience in farming. During the year the steam pipes in the playroom have been screened, new beds and mattresses and a

new organ for the school room have been purchased and a new boiler has been installed in the laundry. The census shows that the normal capacity of the dormitories has been reached and additional space is desirable to permit of a better classification of the children. Other needs include the enlargement of the toilet and bath rooms and a power laundry plant.

#### HEMPSTEAD TOWN ALMSHOUSE

This almshouse is a two-story brick building, modern in design and equipment. It was built three years ago to replace a former structure which was destroyed by fire. Comfort, sanitation and convenience are afforded. A power laundry plant is needed.

#### NORTH HEMPSTEAD AND OYSTER BAY TOWN ALMSHOUSE

Few repairs have been made at this institution during the year as the use of the present almshouse building is soon to be permanently discontinued. A modern fireproof almshouse of brick and stone is now in process of construction on a more favorable site and it is expected that the new institution will be ready for occupancy early in the summer.

Respectfully submitted,

J. RICHARD KEVIN, M. D.

*Commissioner, Second Judicial District.*

*December 1, 1914.*

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**REPORT OF THE VISITATION**  
**OF**  
**ALMSHOUSES AND PUBLIC HOSPITALS**  
**IN THE**  
**THIRD JUDICIAL DISTRICT**

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## REPORT OF VISITATION OF THE ALMSHOUSES AND PUBLIC HOSPITALS OF THE THIRD JUDICIAL DISTRICT

### *To the State Board of Charities:*

The almshouses of the Third Judicial District, eight in number, were visited by the undersigned Commissioner for the district during the year in addition to the official visits of the inspector of the Board. The total census of the institutions, 880 inmates, shows only a slight increase over that of last year and in some instances an actual decrease is noted. The almshouses of the district report only two epileptic inmates but the records show 49 feeble-minded or idiotic. The inadequate provision of the State institutions for the idiotic and feeble-minded force out of them back into the county and city almshouses some of the lowest grade of feeble-minded in order that new and urgent cases may be received. The presence of defectives in the almshouses, which are unsuited to their needs, is of necessity attended by increased difficulties to the administration and by discomfort to the other inmates.

According to the classification of institutions adopted by the State Board of Charities as an incentive to higher standards, two of the almshouses, those of Greene County and Kingston City, are rated as first class in administration and second class in plant. In some of the others there is a commendable spirit of striving for a higher classification. In practically all the institutions there have been improvements during the year, principally in the introduction of more modern equipment. Additional facilities for the care of the sick are still needed and the appearance of the buildings of both plants would be greatly improved by exterior painting.

The almshouses of Columbia and Ulster counties continue to be second class in administration and plant. Improvements to the former include provision for a much needed sitting room and the repainting of the exteriors of all the buildings. Extensive repairs have been made to the water supply system of the Ulster County

Almshouse and its farm buildings have been repainted. Both institutions need exterior iron fire escapes and separate hospital buildings in order that the sick and infirm may receive proper care.

The two large almshouses, those of Albany and Rensselaer counties which together contain more than one-half of the entire almshouse population of the Third Judicial District, remain second class in administration and third class in plant. The presence of these institutions in close proximity to the built-up portions of Albany and Troy respectively renders them liable to certain abuses, chief among which are the reception of able-bodied men because the almshouses are too accessible and the intemperance of inmates because so convenient to drinking places, while the limited facilities for agriculture greatly increase the cost of maintenance. In view of the fact that in both of these institutions the buildings for inmates are too old to admit of satisfactory renovation and require the annual expenditure of large sums for repairs, and of the growth and development of the cities to and around the institutions, the sale of the present valuable property for residence purposes and the erection of modern almshouse buildings on a suburban site would undoubtedly afford the most satisfactory solution of the present problem. This has been urged for a number of years.

The installation of the new hot water heating system and of additional toilet facilities has been a decided improvement to the Rensselaer County Almshouse. While the dormitories are dark and badly ventilated and the fire protection afforded is still unsatisfactory, the most urgent need of the institution for an adequate hospital building remains unsupplied. If the building now occupied by Lakeview Sanitarium would be converted into a general hospital, the almshouse need would be satisfactorily met. This transfer would necessitate the erection of a new county hospital for the treatment of tuberculosis, on a favorable site elsewhere in the county, which has been heretofore recommended. The appearance of the buildings of the Albany County Almshouse has been improved by exterior and interior painting. Within they are characterized by rough plastered walls, outworn floors, and inadequate toilet and bathing facilities. The nurses employed in the hospital are untrained and the building is ill-adapted to the purpose for which it is used. The equipment in both of these institutions is antiquated including iron beds with straw ticks and the

use of open flame gas burners for lighting purposes, a method which is a menace to the health, safety and comfort of inmates.

The Schoharie County Almshouse is classified second in plant and second in administration. The employment of a nurse and provision for additional hospital facilities are urgently recommended. During the past year owing to the crowded condition of the cemetery, burials have been made in the orchard and the graves of inmates have been unmarked. The selection of a suitable burial place should be one of the early considerations of the board of supervisors.

The Sullivan County Almshouse remains third class in both administration and plant, the buildings are old and inflammable and afford inadequate fire protection. No nurse is employed and the infirmary ward is too small to be satisfactory. Electric lights are soon to replace the oil lamps which have hitherto been used and a modern sanitary cow stable will replace the one which was destroyed by lightning during the past summer.

From the above summary, it will be seen that in general the hospital facilities and the nursing service in most of the almshouses in this district, as elsewhere in the State, are still unsatisfactory. In most of the institutions, desirable isolation is impossible, nurses are untrained and often unpaid, and in some instances there is no separate infirmary ward. The majority of almshouse inmates are feeble and infirm and are more or less seriously afflicted with insidious chronic diseases. Only a trained nursing service can intelligently and humanely minister to the needs of these unfortunates and it should be a matter of public concern that such a service is supplied.

Although some improvements have been noted during the year, the matter of fire protection in most of the institutions has not yet received sufficient consideration. In some, as in the almshouses of Albany and Rensselaer counties, the fire danger is due to antiquated methods of lighting, while in others as in the institutions of Greene and Sullivan counties, additional exterior iron fire escapes are needed. All the almshouses are heated by steam with the exception of Albany and Greene, where some stoves are still used. Most of the institutions have separate laundry buildings or, as in two instances, laundry work is done in the service building and it is a fact worthy of note that in only one almshouse of the

district the laundry is situated in the basement of a building occupied by inmates for dormitory purposes. In general the domestic service is well administered; in all the institutions except that of Albany County, food is prepared by a paid cook and with two exceptions, Sullivan County and Kingston City, separate dining rooms are provided for the sexes. In most of the dining rooms the tables are covered with white oil cloth, white dishes are used and chairs are furnished for the inmates, although some exceptions are noted in which the old time stools and benches are used by the men. Spring beds with mattresses are fast replacing the iron beds and uncomfortable straw ticks of former days but the latter still persist in the larger institutions.

As a whole, the almshouses of the district reflect the trend of the times in improved methods of institutional management and are slowly but surely approaching higher standards of efficiency.

Respectfully submitted,

SIMON W. ROSENDALE,

*Commissioner, Third Judicial District.*

October 1, 1914.

Counties	Inmates			Children under 2 years	Epileptics		Blind	Deaf- mutes
	M.	F.	T.		F.	M.		
Albany . . . . .	176	61	237	0	1	14	2	2
Columbia . . . . .	80	48	128	0	0	12	1	0
Greene . . . . .	32	32	64	0	0	3	2	1
Kingston City . . . . .	32	21	53	0	0	1	2	0
Rensselaer . . . . .	176	72	248	1	1	2	4	0
Schoharie . . . . .	21	8	29	0	0	4	2	0
Sullivan . . . . .	25	13	38	0	0	0	1	0
Ulster . . . . .	61	22	83	0	0	13	0	0
	603	277	880	1	2	49	14	3

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**REPORT OF THE VISITATION**  
**OF**  
**ALMSHOUSES AND PUBLIC HOSPITALS**  
**IN THE**  
**FOURTH JUDICIAL DISTRICT**

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## REPORT OF VISITATION OF ALMSHOUSES AND PUBLIC HOSPITALS IN THE FOURTH JUDICIAL DISTRICT

*To the State Board of Charities:*

The almshouses of the Fourth Judicial District have been officially visited during the year and detailed reports of these inspections have been made to the State Board. The almshouses of this district are small and with the exception of Schenectady are located upon suburban sites. Only four of them, Clinton, St. Lawrence, Saratoga and Schenectady have a capacity of over a hundred inmates and Schenectady alone registered more than that number at the time of inspection. That they are in general well equipped and efficiently administered is evinced by the high rating which they have obtained according to the classification of the State Board of Charities. Of the ten almshouses in the district, three, Clinton, Saratoga and Schenectady, are designated as being first class in administration and plant, six others, namely, Essex, Fulton, Franklin, Montgomery, Warren and Washington, rank first class in administration and second class in plant, and St. Lawrence is first class in administration and third class in plant.

All the institutions have witnessed improvements during the year, but in spite of this gratifying progress in most of them there still exists certain needs which have not been satisfactorily met. Among these is the matter of better fire protection, of more adequate hospital facilities and a more efficient nursing service. The problem of the feeble-minded has assumed serious proportions, for out of a total census of 728 inmates, 110 are reported as being either feeble-minded persons or idiots. It is earnestly hoped that adequate provision for the reception of these defectives into the State institutions will be made in the near future, as their presence in the county almshouses imposes an additional burden upon the administration and works an injustice to the other inmates.

A brief summary showing the principal improvements and present needs of the several almshouses in the district is hereto appended.

Respectfully submitted,

FRANK F. GOW,  
*Commissioner, Fourth Judicial District.*

*December 1, 1914.*

## CLINTON COUNTY ALMSHOUSE

## EAST BEEKMANTOWN

Superintendent, William A. McMartin. Capacity, 75.

The buildings of the Clinton County Almshouse are modern in design and equipment. Separate dormitory buildings are provided for the sexes. Recent improvements include the interior painting of all the buildings and the purchase of new mattresses. Exterior iron fire escapes should be constructed, particularly on the service building, the upper floor of which is occupied by aged and infirm men. A nurse is needed to take charge of the infirm-ary wards.

## ESSEX COUNTY ALMSHOUSE

## WHALLONSBURG

Superintendent, Horace H. Nye. Capacity, 54.

The plant of the Essex County Almshouse includes an administration building, service building and two dormitory buildings, all of which are connected with each other. The buildings are of brick and although not new they are in fairly good repair. Interior improvements include the screening of the windows, the protection of the woodwork behind the radiators with asbestos and the laying of hardwood floors in the administration building. A modern dairy barn has recently been built. Exterior iron fire escapes are needed on both of the dormitory buildings and stand-pipes with hose attached should be extended to the second floor of the women's building. To insure proper care of the sick a trained nurse should be employed.

## FRANKLIN COUNTY ALMSHOUSE

## MALONE

Superintendent, Julius Q. King. Capacity, 50.

The Franklin County Almshouse is a three-story brick building of the congregate type with two-story wings. Improvements during the year consist of interior painting and the laying of hardwood floors in the administration section. At present means of



egress in case of fire are inadequate, interior stairways are steep and badly lighted and the only exterior fire escape is a rope ladder. Suitable exterior iron fire escapes should be erected on each of the wings and at the rear of the administration section. A new and larger range is needed in the kitchen and the laundry equipment lacks a mangle and dry room. Cases of serious illness are transferred to the hospital at Malone. Otherwise inmates who are ill are cared for in their rooms. No nurse is employed.

## FULTON COUNTY ALMSHOUSE

### GLOVERSVILLE

Superintendent, Mark Dutcher. Capacity, 80.

The plant of the Fulton County Almshouse consists of an administration building of brick, centrally located and flanked on either side by a dormitory building of the same material. Covered corridors connect the dormitories with the service section of the main building. The general barn which formerly occupied a side-hill position has been brought down on a level with the other farm buildings and a modern sanitary cow stable has been installed. Interior painting has improved the appearance of the dormitory buildings, but the need of the institution for a separate hospital building adequately equipped and under the supervision of a trained nurse remains unsupplied.

## MONTGOMERY COUNTY ALMSHOUSE

### SPRAKERS

Superintendent, Mortimer Smith. Capacity, 57.

The buildings for inmates of the Montgomery County Almshouse are of wood with steep interior wooden stairs, no exterior fire escapes and no interior fire-fighting apparatus other than chemical extinguishers. Such a condition is extremely hazardous and the safety of inmates demands the construction of exterior iron fire escapes and the installation of standpipes with hose attached on each floor of the dormitory buildings. Several improvements are noted, including the installation of a modern cold storage plant,

the construction of a concrete morgue, the laying of new floors in the halls and day room of the women's building and considerable exterior and interior painting.

## SCHENECTADY COUNTY ALMSHOUSE

### SCHENECTADY

Superintendent, J. Harvey Chisolm. Capacity, 160.

The buildings of the Schenectady County Almshouse are modern in design and in good repair. Two electric motors have been installed to operate the laundry machinery and the stoves formerly used for heating water have been superseded by connection with a high-pressure boiler. The presence of the institution in the center of the city of Schenectady attracts to its doors numbers of tramps and vagrants, but the practice of feeding other than almshouse inmates which prevailed for sometime has been discontinued. A suburban site is needed in order that occupation may be afforded for inmates, the cost of maintenance decreased and the difficulties attendant upon the present location eliminated.

## ST. LAWRENCE COUNTY ALMSHOUSE

### CANTON

Superintendent, Harlow A. Olmstead. Capacity, 110.

Extensive alterations have been made at the St. Lawrence County Almshouse during the year, including the erection of a brick boiler house containing the water, heating and laundry plants, the renovating of the ground floor of the building for hospital use to replace the present hospital on the third floor, the installation of new bathrooms and lavatories on the ground floor of the building and in the superintendent's quarters, and of standpipes with hose attached on each floor. Among the present needs of the institution are the alteration of interior and exterior stairways to afford greater safety in descent, the installation of new toilet and bathrooms on the upper floors, the purchase of additional laundry equipment, the general renovation of the dormitories and the repainting of the farm buildings.

## SARATOGA COUNTY ALMSHOUSE

## BALLSTON

Superintendent, Samuel W. Pearse. Capacity, 130.

The separate hospital building with which this almshouse is equipped affords adequate accommodations for sick and feeble inmates. Recent improvements include repairs to the heating system, provision for an additional water supply in storage, the laying of a new floor in the kitchen, the installation of additional toilet facilities, and the erection of a new stone wall across the front of the grounds. The building is so constructed that only the halls are available for sitting rooms and the lack of adequate day rooms is keenly felt. A mangle and steam dryer are needed for the laundry.

## WARREN COUNTY ALMSHOUSE

## WARRENSBURG

Superintendent, Edward W. Griggs. Capacity, 90.

The buildings of the Warren County Almshouse although not of modern construction are kept in good repair. The walls and ceilings of the dormitories are now metal sheathed, a partition has been built in the dining room to separate the sexes, two new furnaces have been installed and a fire escape built on the annex. The farm buildings have been improved by the construction of a new silo and the laying of concrete floors in the cow barn and stable. Additional iron fire escapes are needed on the buildings occupied by inmates. A separate service building should be erected in order that the basement kitchen and dining room may be abandoned.

## WASHINGTON COUNTY ALMSHOUSE

## ARGYLE

Superintendent, Frank Beecher. Capacity, 85.

Electricity generated at the almshouse by a water pressure dynamo has replaced gas as a means of lighting. The men's building and hospital should be equipped with exterior iron fire escapes,

and standpipes with hose attached should be installed on each floor of the buildings occupied by inmates. The institution still lacks a power laundry, central heating plant and a sanitary sewage disposal system. To insure proper care of the sick an experienced nurse should be employed.

Counties	M.	Inmates F.	T.	Children under 2	Epilep- tics	Blind	F. M.	Deaf mutes
Clinton . . . . .	42	27	69	1	0	4	19	2
Essex . . . . .	25	20	45	2	0	0	4	3
Franklin . . . . .	33	6	39	1	0	3	4	0
Fulton . . . . .	42	21	63	0	0	3	11	2
Montgomery . . . . .	35	20	55	1	2	3	23	0
Schenectady . . . . .	116	25	141	1	1	4	6	2
St. Lawrence . . . . .	51	42	93	0	0	2	5	2
Saratoga . . . . .	59	24	83	0	0	4	14	1
Warren . . . . .	52	21	73	2	0	5	18	0
Washington . . . . .	41	26	67	0	0	4	6	0
	496	232	728	8	3	32	110	12

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**REPORT OF THE VISITATION**  
**OF**  
**ALMSHOUSES AND PUBLIC HOSPITALS**  
**IN THE**  
**EIGHTH JUDICIAL DISTRICT**

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## REPORT OF VISITATION OF ALMSHOUSES AND PUBLIC HOSPITALS IN THE EIGHTH JUDICIAL DISTRICT

*To the State Board of Charities:*

The institutions of the Eighth Judicial District have been visited and inspected during the past year. The eight county almshouses differ widely in plant but in general it may be said that they are well administered and that their chief defects are to be remedied through increased appropriations for modern buildings and more adequate equipment. According to the standard of classification adopted by the State Board of Charities the institutions of the district are rated as follows: The Erie County Lodging House and the almshouses of Chautauqua, Allegany and Genesee counties are first class in both administration and plant. The Municipal Hospital of Buffalo and the almshouses of Cattaraugus, Orleans and Wyoming counties are first class in administration and second class in plant, and the Erie County Almshouse and Hospital remain first class in administration and third class in plant.

Of the many improvements which have taken place during the past year the most notable is the completion on a more favorable site of the new buildings of the Niagara County Almshouse. They are six in number and include an administration building, service building, hospital, men's infirmary and two dormitory buildings. Each of these structures is of tapestry brick, two stories in height with concrete tile roofs and connected by glass-covered arcades with the other buildings of the group. The total capacity of the new institution is about 200. In addition to the buildings for inmates the plant includes two large barns equipped with concrete silos, running water and electric lights. The farm contains 173 acres. It is expected that the transfer of inmates to the new buildings will be effected early in the year. At the Chautauqua County Almshouse a veranda has been constructed on the main building and a refrigeration building has been erected. The exteriors of the buildings of the Wyoming and Genesee county almshouses have been repainted and in Cattaraugus county the stable and cold storage building have been remodeled. Improve-

ments at the Buffalo Municipal Hospital include the completion of the children's building and playground and the beginning of the construction of the recreation building and the summer house for women. The Erie County Lodging House and the men's dormitory in the Wyoming County Almshouse are crowded beyond their normal capacity. The Erie County Almshouse needs a larger and more modern plant on a rural site. The present buildings are old, inadequate in size and unsuited in arrangement to their present use. The urban location adds to the difficulties of discipline and the present farm is insufficient to supply the needs of the institution.

Throughout the district definite progress in the matter of providing better fire protection and safer means of egress has been made. A fire alarm system has been installed in the buildings of the Erie County Almshouse and four new fire escapes have been constructed, while in the Erie County Hospital a fire escape has been built on the tuberculosis building. Standpipes with hose attached have been placed in all the buildings of the Allegany County Almshouse. In Orleans County fire escapes have been erected on the hospital and annex and those on the dormitories have been extended. Standpipes are still lacking in the hospital, however, and hydrants are needed on the grounds. The substitution of doors for the windows leading to the fire escapes in the Cattaraugus, Orleans and Allegany county almshouses and the Erie County Hospital would insure the safety of inmates by rendering the means of egress more accessible in case of fire.

In many cases the efficiency of the plant and the comfort of inmates have been appreciably increased by the introduction of more modern working equipment. In the Erie County Almshouse extensive repairs have been made to the heating system, including the installation of two new heaters. A hot water boiler has been placed in the basement of the Genesee County Almshouse and the Allegany County Almshouse has been provided with a new water system and a septic tank for drainage. All the institutions are heated by steam and either electricity or gas is used for lighting purposes. In most of the almshouses comfortable sitting rooms are set apart for the use of inmates during the day, making it possible to thoroughly ventilate the dormitories and reserve them for sleeping purposes only. Separate dining rooms are provided for the men and women and in several instances these are located in



detached service buildings especially designed to accommodate the domestic division, a decided improvement over the dark and unsanitary basement dining rooms which characterized the almshouses of former days.

The need of providing more adequately for the care of the sick including the employment of experienced nurses is becoming yearly more apparent. Even in the smaller almshouses where a separate hospital building cannot well be maintained, special infirmary wards are provided, furnished with modern hospital equipment and in charge of an experienced practical nurse. The Erie County Hospital is overcrowded, additional accommodations for male patients are needed in the Cattaraugus County Almshouse and in the Allegany and Wyoming county almshouses hospital wards are still lacking and experienced nurses should be employed.

The almshouse population of the district has been estimated at 1,523. Of this number seventy-six are classified as being feeble-minded persons or idiots and ten are epileptics. These defectives are distributed throughout the various county almshouses where their presence is always undesirable. The State maintains custodial institutions especially designed to care for such unfortunates, and although in the past their work has been greatly hampered through inadequate appropriations, it is confidently expected that in the future they will be sufficiently enlarged to make possible the reception of all the defectives who are at present cared for in the county almshouses.

Respectfully submitted,

W. H. GRATWICK,

*Commissioner, Eighth Judicial District.*

October 14, 1914.

Counties	M.	Inmates F.	T.	Children under 2 years	Epilep- tics	Blind	F. M.	Deaf- mutes
Chautauqua . . . . .	135	46	181	0	3	3	9	0
Cattaraugus . . . . .	82	18	100	0	1	4	4	0
Erie County Almshouse . . . .	333	79	412	0	4	9	22	0
Erie County Hospital . . . . .	297	106	403	0	0	0	0	0
Genesee County . . . . .	70	19	89	0	0	2	9	2
Allegany . . . . .	31	30	61	3	0	3	1	0
Niagara . . . . .	97	28	125	0	0	9	17	2
Orleans . . . . .	71	23	94	0	2	2	6	1
Wyoming . . . . .	36	22	58	2	0	1	8	0
Total . . . . .	1152	371	1523	5	10	33	76	5



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**REPORT OF THE VISITATION**  
**OF**  
**ALMSHOUSES AND PUBLIC HOSPITALS**  
**IN THE**  
**NINTH JUDICIAL DISTRICT**

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**VOL. I — 23**

**[705]**



## REPORT OF VISITATION OF ALMSHOUSES AND CHILDREN'S HOMES IN THE NINTH JUDICIAL DISTRICT

*To the State Board of Charities:*

The almshouses and children's homes in the Ninth Judicial District have been visited during the year. They are nine in number and include two city homes, two children's homes and five county almshouses classified as follows: The Poughkeepsie City Home and the Newburgh City and Town Almshouse are first class in both administration and plant; the Children's Home at Newburgh and the Westchester and Orange County almshouses are first class in administration and second class in plant; the Children's Home, Middletown, and the almshouses of Dutchess and Rockland counties are second class in administration and plant and the Putnam County Almshouse is first class in administration and third class in plant.

In some of the institutions little progress can be looked for until new buildings have been erected. This is true in Putnam County where the old three-story frame structure which has repeatedly been condemned is still being used as an almshouse. With the exception of a few hospital patients all the inmates occupy the second and third floors with no fire escapes other than a single interior wooden stairway and two ropes with pulley attachments which would be useless to aged and crippled inmates in case of fire. In Westchester County the overcrowded condition of the dormitories and the lack of sufficient arable land for the economic administration of the institution have made the question of the advisability of erecting new buildings on a rural site the paramount issue and pending the final decision only minor repairs to the plant and equipment have been made during the year.

Throughout the district increased emphasis is being placed on efficient farm management and at several of the institutions better farm buildings and the introduction of more modern equipment have resulted. Recent improvements in Westchester County include the scientific stocking of the cow barn, pig pens and

poultry yard under the supervision of the State Department of Agriculture. In Rockland County a new barn and granary have been constructed. In Dutchess County the Board of Supervisors passed a resolution favoring the adoption of plans and specifications for a modern fireproof barn to be erected in the near future replacing the present farm buildings which are dilapidated and unsanitary. A modern dairy barn is still needed in connection with the Newburgh City and Town Almshouse. In both Rockland and Dutchess counties the number of employees is insufficient to develop properly the agricultural resources. In the latter institution, for lack of available farm labor, only fifteen of the sixty arable acres are under cultivation. The employment of a farmer to devote his entire time to the improvement and cultivation of the soil and the care of the live stock would increase the economic efficiency of the plant.

In general the necessity for providing increased facilities for protection against fire has been recognized. In Dutchess County recent improvements include a new fire alarm bell, two enclosed hydrants and the purchase of 300 feet of new hose. In the Orange County Almshouse double doors swinging outwards have been constructed to replace the windows leading to the fire escapes, while in Putnam County a new hydraulic ram has been installed to force water into the galvanized tank on the third floor. In the latter institution the water supply in storage is inadequate and the pressure afforded is not sufficient to meet an emergency. Chemical extinguishers are still needed in the various corridors of the Rockland County Almshouse. While the fire protection in the two children's homes is in the main satisfactory, additional safeguards are recommended. The exterior iron fire escapes on the Newburgh Children's Home should be replaced by one which is more accessible and of easier descent and in the Children's Home, Middletown standpipes with hose attached are needed on each floor. The interior stairway at the rear of the building should be widened and the sharp turns eliminated to insure the safe passage of the children from the building at all times.

All the buildings are heated by steam and with the exception of the Dutchess and Putnam county almshouses are lighted by electricity. Most of the institutions have modern laundry plants

although in Putnam County machinery for hand work only is provided. In general the service sections are well equipped. Paid cooks are employed except in Dutchess and Westchester counties where food is still prepared by inmates, an arrangement which is seldom satisfactory, as it usually results in slovenly and wasteful methods of work. The domestic department in the Westchester County Almshouse is badly located, the kitchen and dining rooms are in basements which are dark, damp and poorly ventilated. The need of a modern service building has been recognized but it is probable that no definite action will be taken in the matter until the question of site has been permanently settled.

Considerable progress has been made in the improvement of interior equipment tending toward better sanitation and the increased comfort of inmates. In the Children's Home at Middletown, spring beds with mattresses have been installed throughout, and a similar provision is contemplated for the dormitories of the Westchester County Almshouse. In the Orange County Almshouse new bathrooms and toilets have been provided and the hospital and main building have been screened. In the Putnam County Almshouse, new stands and rockers render the rooms more homelike. Additional playrooms are needed in both the children's homes and papering and plastering would improve the appearance of the dormitories. The Newburgh Children's Home is crowded beyond its capacity which necessitated the use of the hospital room as a dormitory.

The need of providing adequately for the proper care of the sick and infirm cannot be overestimated and although in general this district has kept pace with the rest of the State in the establishment of separate hospitals and infirmary wards, and the employment of a trained nursing service, suitable hospital facilities are still lacking in some of the institutions. In Putnam County the hospital lacks equipment for properly caring for patients and is unsuited for its present use. A nurse is not employed. Sick women are cared for by the matron and her assistant and sick men by a male attendant. The Newburgh City and Town Almshouse needs a separate hospital building which shall be in charge of an experienced nurse, and a male orderly should be employed in the hospital of the Rockland County Almshouse.

From the above summary, which outlines briefly the important improvements and the present needs of the various institutions of the Ninth Judicial District, it will be evident that an appreciable advance has been made during the year. A statistical summary is hereto appended.

Respectfully submitted,  
**HENRY MARQUAND,**  
*Commissioner, Ninth Judicial District.*

October 14, 1914.

Counties	M.	Inmates F.	T.	Children under 2 years	Epilep- tics	F. M.	Blind	Deaf- mutes
Dutchess County .....	70	16	86	0	4	20	4	0
Newburgh City and Town								
Almshouse . . . . .	115	60	175	4	0	16	0	0
Newburgh Children's Home.	24	10	34	0	0	0	0	0
Orange County Children's								
Home . . . . .	14	12	26	0	0	0	0	0
Orange County .....	115	44	159	1	5	12	7	1
Poughkeepsie City Home...	38	36	74	0	0	3	2	0
Putnam County Almshouse.	15	8	23	0	1	4	0	0
Rockland County Alms- house . . . . .	56	30	86	0	0	11	2	0
Westchester County Alms- house and Hospitals.....	295	120	415	9	4	11	10	0
	742	336	1078	14	14	77	25	1



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**REPORT**

**OF THE**

**SPECIAL COMMITTEE APPOINTED TO INVESTIGATE  
THE AFFAIRS AND MANAGEMENT OF THE  
INTERNATIONAL SUNSHINE SOCIETY AND ITS  
BRANCHES AND AFFILIATED SOCIETIES IN THIS  
STATE**

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## REPORT OF THE SPECIAL COMMITTEE APPOINTED TO INVESTIGATE THE AFFAIRS AND MANAGE- MENT OF THE INTERNATIONAL SUNSHINE SOCIETY AND ITS BRANCHES AND AFFILIATED SOCIETIES IN THIS STATE

*To the State Board of Charities:*

GENTLEMEN.—The Board's investigation into the affairs and management of the International Sunshine Society and its branches and affiliated societies in this State, grew out of an application made to the Board on April 16, 1913, for its approval of a proposed amended certificate of incorporation of the Society.

### THE SOCIETY'S ORIGIN AND ACTIVITIES

The International Sunshine Society was organized in 1900 as a membership corporation with the following very general objects:

“To incite its members to the performance of kind and helpful deeds, and to thus bring the sunshine of happiness into the greatest possible number of hearts and homes.”

At various times subsequently, as will hereafter appear, under the leadership and inspiration of its President-General, Mrs. Cynthia Westover Alden, the Society embarked in a number of enterprises, some of which it could not legally engage in without an amendment to its charter. Among these enterprises was the conduct of the “Hospital and Sanitarium” at Bensonhurst in New York City, where the sick were cared for, surgical operations performed, and where also a maternity service was regularly carried on without a license from the Board of Health, contrary to the provisions of section 482 of the Penal Law. Another phase of the work engaged in by the Society without warrant of its articles of incorporation was the maintenance of a home for blind babies at Summit, N. J.

### THE SOCIETY'S COLLECTIONS AND FINANCIAL LEGISLATION

Under various specious and persuasive pleas, and following the active leadership of Mrs. Alden, the President-General, the Society collected large sums of money from the benevolent public. Mrs. Alden testified before this Committee that the total sum received and disbursed by the Society amounted to \$207,000. At the hearing on the proposed amended articles of incorporation she stated (pages 11 and 12) that she thought the Society had since its organization received close on to a million dollars. Legislation was also secured whereby large sums of public money were paid into the treasury of the Society and its associated organizations. The total amount of public money thus paid is estimated to be not less than \$50,000. In 1908 Mrs. Alden obtained legislation amending the New York City charter empowering the city of New York to pay to the

“International Sunshine Branch for the Blind the sum of one dollar per day for the support, care and instruction of each needy child between one and eight years that shall be received, entrusted or committed to the said International Sunshine Branch for the Blind.”

In addition to which in 1912 Mrs. Alden, with the aid of a blind girl whom she exhibited to the Legislature and the Governor of this State, succeeded in securing the passage of the following legislation:

By chapter 60 of the Laws of 1912, an amendment to the Education Law providing that blind babies and children not residing in the city of New York shall be eligible for appointment as State pupils in one of the homes for blind babies and children maintained by the International Sunshine Society. In the annual appropriation bill of 1912 there was thereupon inserted an item reading as follows:

“For the support and instruction of pupils at the International Sunshine Society to September thirtieth, nineteen hundred and thirteen, at the rate of three hundred sixty-five dollars per capita (\$365), pursuant to the provisions of chapter sixty of the laws of nineteen hundred and twelve, ten thousand six hundred seventy

dollars, as shall be appointed by the commissioner of education and duly verified by the affidavits of the president and secretary of the institution."

The annual supply bill for 1912 provided for the following further appropriation:

"For the support and instruction of thirty pupils at the International Sunshine Society, at the rate of three hundred sixty-five dollars (\$365) per capita, pursuant to the provisions of chapter sixty of the laws of nineteen hundred twelve, ten thousand nine hundred fifty dollars, or a proportionate amount for a shorter period of time than one year, or for a smaller number of pupils, as shall be appointed by the commissioner of education and duly verified by the affidavits of the president and secretary of the institution."

#### UNDESIRABLE AND UNNECESSARY SPECIAL LEGISLATION

All of this special legislation was unnecessary as well as in some important respects otherwise undesirable. Under the provisions of section 14 of article VIII of the State Constitution and those of section 230 of the Greater New York charter, the city of New York already had authority to pay for the care of children in institutions of this character wholly or partly under private control. The main purpose of this statute of 1908 seems to have been to secure the payment from the public treasury of a dollar a day for the care of each child, which was over twice as much as the city paid for the care of other young children. With an enlarged plant and census there should be considerable profit in the care of the children at this rate.

#### INJUSTICE TO NEW YORK CITY

The statute enacted in 1912, empowering the State to pay the International Sunshine Society for the care of children, has in its provisions the added peculiarity and injustice of exempting New York City from the supposed benefits of its operations while permitting it to be taxed for the benefit of the remainder of the State. Inasmuch as such other localities could, without any special legislation, have committed such children and paid for

their care, the only apparent reason for the enactment of this statute was to help finance out of the State treasury this branch of the operations of the International Sunshine Society.

#### QUESTIONABLE CONSTITUTIONALITY OF LEGISLATION

Furthermore this legislation is not in accordance with the provisions of the State Constitution, adopted by the amendment of 1875, which were intended to put an end to serious abuses which had grown up in the way of State subsidies, by prohibiting the payment of moneys from the State treasury to charitable institutions of a private character. It is true that section 14 of article VIII of the State Constitution provides that:

“Nothing in this Constitution contained shall prevent the Legislature from making such provision for the education and support of the blind, the deaf and dumb, and juvenile delinquents, as to it may seem proper.”

But this was clearly intended to permit the continuance by the State of long established contractual relations with some important private institutions of definite standing such as the New York Institution for the Blind, certain well equipped schools for the deaf, and the New York House of Refuge. It was clearly not intended to open the way for the care at State expense of blind babies or other children before school age. That duty is one which section 14 of article VIII of the State Constitution evidently intends shall devolve upon the counties, cities, towns and villages of the State, for, in addition to the provisions of such section hereinbefore quoted, is the following:

“Payments by counties, cities, towns and villages to charitable, eleemosynary, correctional and reformatory institutions, wholly or partly under private control, for care, support and maintenance, may be authorized, but shall not be required by the Legislature.”

#### ATTORNEY-GENERAL'S OPINION DENYING RIGHT OF SOCIETY TO CONDUCT HOME FOR BLIND BABIES

A question as to the right of the International Sunshine Society to receive and care for blind children having subsequently arisen, Mrs. Alden, through her counsel, Hon. Martin W. Little-

ton, sought an opinion from the Attorney-General on the subject. On April 1, 1913, the following opinion was sent by the Attorney-General to Mr. Littleton:

“HON. MARTIN W. LITTLETON, 141 *Broadway, New York City*:

“DEAR SIR:—After making a careful investigation of the International Sunshine Society, a corporation incorporated under the Membership Corporations Law, having for its objects the following: ‘The object for which the incorporation is formed is to incite its members to the performance of kind and helpful deeds, and to thus bring the sunshine of happiness into the greatest possible number of hearts and homes,’ and which certificate, at the time of filing in the Secretary of State’s office, did not have the approval of the State Board of Charities endorsed thereon or annexed thereto, I have come to the conclusion that it is not authorized to establish and maintain a home for blind babies. The reasons why I have reached this conclusion may be stated briefly as follows: Section 41 of the Membership Corporations Law provides that if a certificate of such a corporation specifies, among other purposes, the care of orphan, pauper or destitute children or the boarding or keeping of nursing children, the written approval of the State Board of Charities shall be endorsed thereon or annexed thereto before it is filed.

“Section 482 of the Penal Law, among other things provides: ‘A person who \* \* \* 2. Not being a superintendent of the poor or a superintendent of almshouses or an institution duly incorporated for the purpose without having first obtained a license in writing so to do from the Board of Health of the city or town wherein such \* \* \* children are received, boarded or kept, receives, boards or keeps any nursing children, or any children under the age of twelve years, not his relatives, apprentices, pupils or wards, without legal commitment \* \* \* is guilty of a misdemeanor. 5. No institution shall be incorporated for any of the purposes provided in this section, except with the written consent and approbation of a justice of the supreme court upon the certificate in writing of the State Board of Charities approving of the organization and incorporation of such institution.’ The International Sunshine Society, as I am informed by its by-laws, receives, boards and keeps children under the age of twelve years; that is to say undertakes to receive at its homes children from birth to the age of eight through the establishment of the Arthur Home, and as it has not had the approval of the State Board of Charities so to do violates these provisions of the statute. While its purposes are praiseworthy and the work it is doing commendable, still the statute not having been complied with the

corporation is without the power to keep children under the age of twelve years. I have not omitted examination of chapter 60 of the Laws of 1912, which provides in substance that blind babies and children of the age of twelve years and under and possessing the necessary qualifications as prescribed in the Education Law, are eligible to appointment as State pupils in one of the homes for blind babies and children maintained by said Society, and that appointments are authorized to be made by the Commissioner of Education. But I do not construe this section as extending the corporate purposes of this corporation, nor do I think that the Legislature recognized the right of the corporation to maintain homes for the care of children under the age of twelve years in violation of section 41 of the Membership Corporations Law and section 482 of the Penal Law.

"At the suggestion of Hon. John S. Whalen I have written this letter for the purpose of suggesting, in view of the worthy purposes of the corporation, that it now extend its corporate purposes by filing a supplemental certificate, as provided by section 4 of the Membership Corporations Law, so as to legally maintain homes for blind babies. In this way it will be in a position to continue the praiseworthy work without violating or transgressing any statutes of the State.

"I am accordingly withholding my formal opinion until I hear further from you.

"Yours very truly,  
(Signed) "THOMAS CARMODY,  
"Attorney-General."

#### STATE BOARD OF CHARITIES REQUESTED TO APPROVE AMENDED CERTIFICATE OF PROPOSED INCORPORATION

Apparently in consequence of this opinion, the State Board of Charities on April 16, 1913, was requested to approve a proposed amended certificate of incorporation for the International Sunshine Society with objects reading as follows:

"To incite its members to the performance of kind and helpful deeds; to organize branches in various states and territories and all parts of the world; to publish an official organ and circulate the same to members of the Association and others; to contribute money and useful articles to the needy and sick; to maintain, control and operate buildings, hospitals, sanitariums and rest homes and other like institutions, nurseries and kindergartens, playgrounds, wherein members of the Association and all other well-recommended persons not members of the Association may be fed,



cared for and lodged from time to time, either with or without pay; to establish relief corps in time of war, famine, pestilence or catastrophe, and to thus bring the sunshine of happiness into the greatest possible number of hearts and homes; to acquire and hold property for these purposes, real and mixed, and to sell, convey, lease, mortgage or encumber the same."

#### DISAPPROVAL OF FORM OF PROPOSED CERTIFICATE BY ATTORNEY-GENERAL

Attorney-General Carmody, however, to whom the certificate was submitted for approval as to legal form, disapproved the same in the following communication:

"April 29, 1913.

"HON. ROBERT W. HEBBERD, *Secretary, State Board of Charities, Albany, N. Y.*:

"DEAR SIR.—Your letter of the 18th inst., enclosing proposed original certificate of extension of corporate purposes of the International Sunshine Society, received. You ask me to examine this certificate and to advise you if it is in legal form.

"I cannot approve the certificate for the reason that it provides for the establishment of homes for children, which is provided for in Article III, and for hospitals, provided for in Article VII. The extension is made under Section 4, which provides that a membership corporation created under or by a general or special law for purposes for which the corporation may be created under any article of this chapter, may from time to time extend its corporate purposes so as to include any other purposes for which a corporation may be created under such article.

"This last section mentioned, therefore, does not permit the extension of corporate purposes so as to take in hospital purposes under Article VII, and other purposes prescribed in Article III.

"One of the officers of the corporation has asked me to suggest objects which they might insert in such certificate and which would comply with the statute. It seems to me that if they make the objects read as follows, there can be no legal objection:

"The object for which the corporation is formed is to incite its members to the performance of kind and helpful deeds, to organize branches in various cities and territories in all parts of the world, to publish an official organ and circulate the same to members of the association and others, to contribute money and useful articles to the needy and sick, to maintain, control and operate buildings, board and keep children, nurseries, kindergartens and playgrounds wherein members

of the association, and all other well recommended persons not members of the association may be fed, cared for and lodged from time to time either with or without pay, to establish relief corps in time of war, famine, pestilence and catastrophe, and thus bring the sunshine of happiness to the greatest possible number of hearts and homes, and to acquire and hold property for this purpose, and to sell, convey, lease, mortgage or encumber the same.'

"I ask you, if you think it best to do so, to call this part of my letter to the corporation's attention.

"Very truly yours,  
(Signed) "THOMAS CARMODY,  
"Attorney-General."

#### RESUBMISSION OF PROPOSED AMENDED CERTIFICATE WITH CHANGES, AND FINAL APPROVAL OF FORM BY ATTORNEY-GENERAL

Following this, proposed amended articles of incorporation were again submitted by the Society with the following stated objects:

"To incite its members to the performance of kind and helpful deeds, to organize branches in various cities and territories in all parts of the world, to publish an official organ and circulate the same to members of the association and others, to contribute money and useful articles to the needy and sick, to maintain, control and operate buildings, board and keep children, nurseries, kindergartens and playgrounds, wherein members of the association and all other well recommended persons not members of the association may be fed, cared for and lodged from time to time, either with or without pay, to establish relief corps in time of war, famine, pestilence and catastrophe, and thus bring the sunshine of happiness to the greatest possible number of hearts and homes, and to acquire and hold property for this purpose, and to sell, convey, lease, mortgage and encumber the same."

To this form the Attorney-General subsequently gave his formal approval, and under the rules of the State Board of Charities it was, on May 31, 1913, referred to Commissioner William R. Stewart, from the first judicial district, for examination and report as to the merits of the application.

## INVESTIGATION OF SOCIETY AND REPORT BY MESSRS. SUFFERN &amp; SON, CERTIFIED PUBLIC ACCOUNTANTS

Commissioner Stewart having been informed that an investigation of the financial management of the Society was proceeding at the request of the New Jersey State Commission for the Blind which had engaged Messrs. Suffern & Son, a firm of certified public accountants in the city of New York, for such purpose, deferred action until such investigation had been concluded. Whereupon, in accordance with the Board's rules and his established custom, Commissioner Stewart on November 7, 1913, gave a public hearing at the Board's New York office upon the merits of the application, Commissioners Herman Ridder and J. Richard Kevin sitting with him upon his invitation.

At this hearing testimony was given by Mrs. Alden and others, and Messrs. Suffern & Son submitted a report of their examination. The main allegations in this report affecting the administration of the International Sunshine Society were as follows:

1. That the records of receipts of contributions to the Society have not been so kept as to make it possible to verify their correctness as to completeness.

2. That specific funds have not always been used for the purpose for which they were obtained.

3. That trust funds in the nature of endowments have been received and invested in a participation in a mortgage and that steps had been taken to transfer this mortgage to Mrs. Alden and others as security for debts alleged to have been incurred by the Society, thus removing the mortgage, and that the endowment fund as a continuing liability had been removed from the books by being charged to profit and loss.

4. That assets have been acquired or obligations liquidated by the International Sunshine Branch for the Blind without the assets or liabilities ever being so recorded on the books.

5. That sums have been expended in the acquisition of stock, in paying deficits incurred, and otherwise in connection with the Sanitarium, the value and advisability of which might be further investigated.

6. The account of Mrs. Cynthia Westover Alden on the basis of which she received a participation certificate for twenty-five thousand dollars in a mortgage previously referred to appears to be incorrect and excessive.

These allegations were all found to have a substantial basis of fact, as will later appear in the pages of this report.

## INVESTIGATION BY THE SPECIAL COMMITTEE OF THE BOARD

At the hearing an effort was made to secure definite information concerning a number of these matters, but the replies of Mrs. Alden to questions asked were not sufficiently enlightening, and inasmuch as she and the other officers of the International Sunshine Society, had not been given the opportunity of considering and answering in detail the allegations contained in the report of Messrs. Suffern & Son, the Commissioners sitting on the application for proposed amendments to the certificate of incorporation of the Society, deferred action and made a report thereon at a meeting of the Board held at Buffalo on November 18, 1913, whereupon the following resolution was adopted:

“Resolved, That a special committee, consisting of President Stewart, Chairman, and Commissioners Ridder and Kevin, be appointed in accordance with the provisions of section 13 of the State Charities Law for the purpose of investigating the affairs and management of the International Sunshine Society and its branches and affiliated societies in this State in order to determine whether the management of such Society and its branches and affiliated societies has been properly carried on, such Commissioners to possess all the authority provided by the statute to conduct such investigation and to present a report of their findings to the Board as soon as possible.”

After much preliminary data had been collected from the books of the International Sunshine Society and other sources through the Board's Superintendent of Inspection, Mr. Richard W. Wallace, with the assistance of other members of the Board's staff, the Committee took testimony at fourteen meetings held at the Board's New York office on January 7, 21, 22 and 24, February 3 and 11, March 13 and 27, April 3, 17, 23, 24 and 29, and May 4, 1914, during the course of which sworn testimony was taken from the following named persons:

Mrs. Cynthia Westover Alden, the President-General of the International Sunshine Society, Treasurer of the International Sunshine Branch for the Blind from 1905 to 1911, with the exception of a brief period in 1909, and President of the Bensonhurst Sanitarium Company.

Mrs. Mary C. Seward, East Orange, N. J., President of the International Sunshine Branch for the Blind, and of the Depart-

ment for the Blind of the International Sunshine Society, and Vice-President of the International Sunshine Society.

Mrs. Nellie E. C. Furman, Secretary of the International Sunshine Branch for the Blind and of the International Sunshine Society's Department for the Blind, and member of the Board of Directors of the International Sunshine Society.

Mrs. Blanche C. Campbell, Treasurer of the International Sunshine Branch for the Blind.

Mrs. Mary E. D. Beattie, Secretary of the International Sunshine Society, Superintendent of the Bensonhurst Sanitarium, and Secretary of the Bensonhurst Sanitarium Company.

Mr. LeBaron M. Huntington, who was represented to have made audits of the books of the Society.

Mr. Thomas A. Orr, who represented Mr. Frank Broaker, certified public accountant, in the examination of the books of the Society and its branches and affiliated societies, for the year ending April 30, 1913, and in further inquiry into certain special accounts, including that of Mrs. Alden.

Dr. Earl H. Mayne, one of the incorporators of the Bensonhurst Sanitarium Company, and attending physician of the Bensonhurst Sanitarium in 1906.

Mr. Ernest S. Suffern, of Suffern and Son, certified public accountants, who had made an examination of the records of the International Sunshine Society, and its branches.

Mr. Richard W. Wallace, Superintendent of Inspection of the State Board of Charities who had made preliminary inquiry for your Committee.

#### MRS. ALDEN REPRESENTED BY COUNSEL

Although it is not the custom to permit counsel to be present and to participate in hearings by committees of the Board, such proceedings being, as has been judicially determined, in the nature of a grand jury inquiry, Mrs. Alden was, however, owing to the peculiar circumstances of the case, permitted to be represented by Hon. Martin W. Littleton, who personally attended some of the hearings, and his associates Messrs. Edward A. Gill Wylie and Owen N. Brown. On behalf of the Committee the witnesses were questioned by Mr. Robert W. Hebberd, the Secretary of the Board.

Your Committee, which, as stated, consisted originally of Commissioners Stewart, Ridder and Kevin, was enlarged at its request

by the Board on April 15, 1914, through the addition to its membership of Commissioner Horace McGuire of Rochester, formerly Deputy Attorney-General. Commissioner McGuire attended hearings on April 17, 23 and 24, and having examined the testimony taken at the other meetings joins in this report.

In the following consideration of the International Sunshine Society, and its various undertakings and enterprises, they will be named, together with the facts more specifically relating to them, so far as practicable, in the order of their seeming importance.

#### THE INTERNATIONAL SUNSHINE SOCIETY

According to the testimony of Mrs. Alden, the work of the International Sunshine Society was started in 1896 when it was known as the Newspaper Club. It was incorporated in 1900, as before stated,

“To incite its members to the performance of kind and helpful deeds, and to thus bring the sunshine of happiness into the greatest possible number of hearts and homes.”

The headquarters of the Society are at 96 Fifth avenue, New York City, and its affairs are conducted by a board of directors of five members, who in 1913 were as follows:

Mrs. Cynthia Westover Alden. 96 Fifth Avenue, New York City.  
 Mrs. Theodore F. Seward.... 11 Webster Pl., East Orange. N. J.  
 Miss Florence M. Layton.... Westover Lodge, Brooklyn, N. Y.  
 Mrs. Edwin Knowles..... 866 Lafayette Ave., Brooklyn, N. Y.  
 Mrs. Nellie E. C. Furman.... 121 Hooper street, Brooklyn, N. Y.

The officers of the Society as given in its handbook are:

President-General . . . . . Mrs. Cynthia Westover Alden  
 Vice-President . . . . . Mrs. Theodore F. Seward  
 Secretary . . . . . Mrs. Mary E. D. Beattie  
 Treasurer . . . . . Mrs. Edwin Knowles  
 Assistant to Secretary . . . . . Mrs. Edith A. M. Casey  
 Assistant to Treasurer . . . . . Mrs. Agnes Schull-Gramm

Mrs. Mary E. D. Beattie, who is Secretary, and employed as the Superintendent of the Bensonhurst Sanitarium; Mrs. Edith A. M. Casey, who is the assistant to the Secretary and in addition the chairman of the Press Committee; Mrs. Agnes Schull-Gramm,

who is assistant to the Treasurer; the accountant; Miss Nora Caples, the chairman of the Membership Committee; and Mrs. Stella Jones, the chairman of the Receiving and Distributing Committee, are salaried employees.

The following departments are also mentioned:

Department for the Blind . . . . .	Mrs. Theodore F. Seward, President, 11 Webster place, East Orange, N. J.
Sanitarium Department . . . . .	Mrs. Cynthia Westover Alden, President, 96 Fifth avenue, New York City.
Rest Home Department . . . . .	Mrs. E. C. Burgess, President, 640 McDonough Street, Brooklyn, N. Y.
Fresh Air Department . . . . .	Mrs. Nellie E. C. Furman, President, 121 Hooper Street, Brooklyn, N. Y.
Wheel Chair . . . . .	Mrs. Mary L. Bradt, Chairman, New York City.
Scholarships . . . . .	Miss Roselle Evans, Chairman, New York City.
Four Score . . . . .	Mrs. Marshall Lansing Emery, Chairman, 273 West 90th Street, New York City.
Juniors . . . . .	Miss Florence M. Layton, 96 Fifth Avenue, New York City.

The institutions "owned and operated by the International Sunshine Society, Incorporated," are published in the handbook as follows:

Sunshine Arthur Home for Blind Babies, Pine Grove Avenue, Summit, N. J.

Sunshine Sanitarium, Bensonhurst-by-the-Sea, Brooklyn, N. Y.

Starkey Seminary Sunshine Lodge, Lakemont, Yates Co., N. Y.

Westover Lodge, Cropsey and 23rd Avenues, Brooklyn, N. Y.

Sunshine Bulletin, the monthly magazine and report, published at Headquarters, New York City.

This handbook also states (page 56) that "the International Sunshine Sanitarium and Rest Home is perhaps the most important single undertaking conducted by the International Headquarters with the support of the membership at large." Previous



to 1904 the work of the Society was apparently confined to the collection of useful articles and money for distribution to persons in need of them, and the publication of the Bulletin which is the official organ of the Society. Appeals for money and supplies were made through the columns of the Bulletin and of newspapers and periodicals and by means of letters which were distributed through the mails.

Under the direction or guidance of the Headquarters, branch societies were formed in various parts of the United States and in other countries, and it was testified by Mrs. Alden that there were last year some 2,000 branches and approximately 300,000 members throughout the world, nearly all of them being in the United States. In 1904 the care of blind babies was undertaken and this work developed into the organization of the "International Sunshine Branch for the Blind." The first annual report of this institution published in 1905 says in an article under the heading "Introductory Remarks by Cynthia M. Tregear, President" (page 6, "The International Sunshine Branch for the Blind was started February, 1904, with two members, Mrs. Alden and myself, and no money, and the aim of our work was to establish a nursery and kindergarten for blind children."

That the Society was not authorized to maintain a home for children was apparent, such work being in violation of what was then known as section 288 of the Penal Code, and now as section 482 of the Penal Law, which prohibits any person or society not specially incorporated for the purpose, or licensed by the local board of health to carry on such work, from maintaining a home for children under twelve years of age.

Application was made to the State Board of Charities for the approval of a certificate of incorporation of the "International Sunshine Branch for the Blind," which certificate was approved by the Board on April 12, 1905, and was recorded in the office of the Secretary of State, April 27, 1905.

Notwithstanding the fact that the International Sunshine Society was not authorized to maintain a hospital or an institution for children, it undertook early in 1906 the management of what has been advertised in the Sunshine Bulletin and other places as "The International Sunshine Hospital, Sanitarium and



Rest Home, located at Bensonhurst, Brooklyn," in which obstetrical and other hospital cases have been received and in 1911 the management at Summit, N. J., of a home for blind babies.

#### THE "EMPTY STOCKING FUND" APPEALS

Under date of December 1, 1912, the following appeal was made by the President-General, and the contributions resulting therefrom were entered upon the books of the Society in an account known as the "Empty Stocking Fund."

"DEAR 'ONE KINDNESS MEMBER':

"Again I greet you and this time I have many suggestions to make for your 'one kindness dues'. Select anyone you prefer and send in the contribution, and as heretofore with the understanding that if we get more than is necessary for this one particular need, that the surplus can be turned into our general fund and used for the general calls of the society, for which we have no special fund. We will need a lot of money for expressing our Christmas gifts, donations that come in for us to forward to persons who will appreciate them, people not able to otherwise get this Christmas cheer. For example there is a wheel chair in the office now, donated by one of our members. It needs crating and then it will be sent by express to an invalid who is in need of a chair. We will have many barrels of Christmas free gifts to be sent to isolated and far away branches. You might like to pay express on some of these. Occasionally we have to buy dolls and balls for the boys to make the barrel complete. We can get four dolls for a dollar, and ten good balls. Books of stamps and money for postage is always needed. We can hardly remember the time when we had more than enough stamps for the evening's mail called for. More often we are holding something over every night for the lack of stamps. We are going to buy a few Christmas dinners although most of our work this year will be assumed by the Southern Division.

"Thanking you in advance for your contribution which I know will surely come and wishing you special Christmas joy this holiday time,

"Faithfully yours in Sunshine or Shade,

"CYNTHIA WESTOVER ALDEN,

*"President-General."*

It appears from the financial records of the Society that the sum of \$300.13 was raised through this appeal. Of this sum

\$24.48 was expended and the balance was placed in the general funds of the Society. Of this \$24.48 nothing was expended for "balls and dolls" and but \$3 for "Christmas dinners." Subsequently an effort was made to show that some of this money might have been charged to the postage account, for which, however, large additional sums were also given.

With respect to this fund the following testimony was given by Mrs. Theodore F. Seward, the Vice-President of the International Sunshine Society (pages 278 and 279):

"Q. Now, Mrs. Seward, can you tell us why appeals are sent out calling for money for specific purposes; we had a sample here to-day of a letter sent out and which brought in as I recall it over \$300, and only \$24 was used for the specific purposes for which that appeal was sent out; can you tell us why appeals have been sent out so systematically and the balances used for other purposes?

"A. Why does the Charity Organization send out appeals; they send out appeals to meet the demands and if there is more sent in than enough to meet demands it is used for emergencies.

"Q. Here an appeal was sent out at Christmas time asking for money for Christmas gifts and \$304 or thereabouts was received and only \$24 of that amount was spent for that purpose. How can you explain that?

"A. I can't explain except that so many gifts were sent in that we didn't need to place all of it that way.

"Q. How can you explain these amounts that have been raised for the empty stocking and the fresh air funds and these balances turned into the reserve fund?

"A. It has always been done in the same way.

"Q. Why was it done in that way; were all the empty stockings you could learn about filled?

"A. Yes.

"Q. All the empty stockings you could learn about in this great city were filled and you had this balance left and turned it over to the reserve fund?

"A. Yes."

#### THE "FRESH AIR FUND" APPEALS

Under the heading entitled "Mrs. Alden's Fresh Air Plea," the following appeal was published by the Society:

"Although this notice comes late, we still have a lot of little children who are beseeching us to send them out on some fresh air trips. Such a blue eyed little girl stood before me to-day

with longing in her eyes. What does your father do, little girl, I asked. She caught her breath and said,— He is a bar tender but he is awfully nice. He could not get anything else to do — we are such a big family. I felt sorry I had asked the question. What difference what her father does if she is sick and ailing. But there is no fresh air money just now, I replied — We are hoping some will come to-morrow. Come back to-morrow. She came back to-morrow, and with her an older sister with the same blue eyes, the same longing look, the same pale cheeks and frail limbs. A sweet voice broke through the silence when she said,— The babies are dying all around us — we came to see if you could take the babies instead of us. Two died in our house last night, and oh, the streets are full of them. Please could you take some of the babies in our house — we are not so sick as they. How many children in your house? Oh, lots and lots of them, most a hundred.

“ I learned they lived in a tenement house away down on the East Side.

“ A friend interested in children hopes to help me later. Then we can take these two children — meanwhile, if any money comes in we will spend it on some of these babies.

“ One girl baby five months old is this very minute crawling at my feet. We have spread a newspaper on the floor and put her as near the window as possible, hoping we can keep her cool. She, too, has big blue eyes and golden hair. Her chest is all covered with prickly heat, and you would think she would cry, but she doesn't. She seems to think the Sunshine Society is all right. We have learned that her papa is ill, and her mamma is trying to get work so that she can keep her baby with her — surely that is laudable — what mother ever wants to separate from the wee one given into her care!

“ You ask me what we do at Sunshine Headquarters. I could not possibly tell you. Every day the work is different, and every night we are tired and late getting off duty, doing the thing that is needed when it is needed whether it is a little or a big one. We have all been nurse for this baby to-day. Yesterday it was a boy four years old. Come to think about it, he, too, was blue-eyed — a little tow-head. He was for adoption. We found him a Sunshine Mother. That was only one incident of yesterday's work.

“ Are you going to help us meet the demands of to-morrow? No doubt you have read in the newspapers of some of the suffering in this great city during the hot wave — but I can tell you lots more.

“ Headquarters is right opposite one of the largest hospitals in the metropolis, so what does not happen right at our door seems

to be brought at least within our view. All day long the ambulance has been ringing. We look out of the window. It is a child carried into the hospital — then an old lady — an old man — a boy with a crutch — and here a horse has fallen. We rush with ice to see if we can help.

“A young woman who came to ask for work fainted while one of the ladies was talking to her. Another one tried to do some typewriting, but was overcome with the heat.

“The rest of us are standing it pretty well. Why? Because we at least are well fed and our ice caps keep us comfortable.

“The ‘official’ record of heat is 98° to-day, but in the office and on the sidewalks it is 100° and 101°.

“The death list is appalling. Six hundred horses are reported dead from sunstroke. Even in the hospitals, where everything possible is being done, almost every hour some patient passes away from heat prostration — daily papers are full of the notices.

“In this city the greatest suffering is, of course, in the crowded tenement sections of the East Side. The condition of the children there is pitiable. Mothers strip them of practically all their clothing and keep them in the shade of the streets or in the parks, which are crowded throughout the day.

“The scarcity of ice and fresh milk adds greatly to the suffering. The independent ice companies are unable to supply the demand, and the little seller and push carts dealers, with their limited supplies, put the price up to a prohibitive figure. A cake of ice that would ordinarily bring five cents is eagerly snapped up at from fifteen to twenty-five cents by anyone who is fortunate enough to get it.

“Last night every inch of bench space in the parks was occupied by a mass of sweltering humanity trying to get a few winks of sleep. There was no perceptible breeze from any quarter, and the unfortunates who had abandoned their tenement quarters in quest of fresh air found little relief.

“Many tragedies are recorded as a result of the heat.

“I began this article by dictating to a little woman who had come in to the office with her baby in her arms asking for work. The mother, a stenographer, had been out on one of the excursions hoping to get relief for the baby from the heat. The child was helped, but the mother’s sleep had been broken with the crying of the other babies, and she was all tired out — but, couldn’t I give some letters to write.

“As I dictated the words ‘many tragedies were recorded as a result of the heat’, she remarked ‘Oh, Mrs. Alden, I feel so queer’ — and — well — the ladies in the next room are now bathing her face and doing all they can to revive her, and I am finishing this plea to you by hand.

"Can you picture Headquarters? Can you see into the next room where our generous helpers are on the jump every minute to answer the calls that come to them!

"Can you see me at this desk that is pushed up as close as possible to the window so that I can get a whiff of fresh air, writing to you now by hand, because I want this copy to go the printer to-night, else you won't know how much I need your cooperation in the work we are trying to do?

"You won't know the great opportunities furnished you right here for doing good.

"You won't know the need unless I keep on writing this until it is finished.

"The thermometer stands 101°. Can you read your Bulletin—can you enjoy your vacation or your cool homes with comfort without sending your mite, be it ever so small, that those who are here may, because of your helpfulness, relieve the distresses?

"My time is up. Shall I hear from you, I wonder?

"Yours faithfully in Sunshine or Shade,

"CYNTHIA WESTOVER ALDEN,

"*President-General,*

"*New York City.*

"96 Fifth Avenue, New York."

Another appeal under the date of September 9, 1911, is as follows:

"DEAR SUNSHINE FRIEND.—The hot days still linger with us and the many pleas for 'just a trolley ride to the beach', still come to us daily. Won't you help us to give at least one child, or mother and baby an outing for a day? Surely you will feel reflected happiness knowing that you have helped someone to have a breath of fresh air these trying days. The Kansas blind baby, that we have called 'Billiken' for want of his correct name, and because he turns his little feet up, is at the Arthur Home, Summit, N. J. His parents deserted him in Kansas City, but that state will not pay his board because they claim he was not born there. Will you help us? The Doctors hold out hopes that the sight of one eye may be restored. Perhaps you may have a few new birthday cards to pass on for the old folks, or a book of stamps to help me send out packages to the shut-ins.

"Faithfully yours in Sunshine or Shade,

"CYNTHIA WESTOVER ALDEN,

"*President-General.*"

From the financial records of the Society, it appears that the sum of \$698.68 was raised for fresh air purposes in 1911 and that expenditures appearing against this account amount to \$301.35, the balance having been transferred to "Profit and Loss." Included in the expenditures shown are a number of items for which no vouchers are available, and a sum for the work at Starkey Lodge which is a boarding house maintained at Lakemont, Yates county. The vouchers submitted include also a number of payments made for stenographic services and other clerical help in the office of the Society.

This method was followed for the year 1912 which was in part within the period audited by Mr. Broaker. Mr. Thomas A. Orr, Mr. Broaker's representative, testified that of a total of \$99.35 charged to that account during the months June, July and August, 1912, \$79.14 was disallowed because, as he stated, from his view of the vouchers he did not think it was fresh air work, most of the vouchers being for stenographic work (pages 359 and 360).

It had apparently been the custom for the bookkeeper of the Society to close such accounts as the "Empty Stocking Fund" and the "Fresh Air Fund" into "Profit and Loss", thus bringing the unexpended balance belonging to those funds into the general fund of the Society out of which payments for other purposes than those contemplated by these two funds were paid. On the other hand, advances have been made for furnishing and equipping the Starkey Lodge and for other purposes in connection with its maintenance, and entered on the books to the debit of that account as an asset of the Society, which supposed asset appears on the report of the International Sunshine Society, furnished by Mr. Broaker for the date of April 30, 1913. It is also apparent that but a small portion of the fund was used for fresh air trips for the babies who, according to the appeal quoted above, "are dying all around us."

#### TESTIMONY RELATING TO MRS. ALDEN'S LECTURE TOURS

Throughout almost the entire hearing the work of the Committee was greatly hampered by unwillingness on the part of Mrs. Alden and some of her associates to give informing testimony when they were called upon for information.

The following testimony given by Mrs. Alden indicates to some degree the methods of the Society and the difficulty experienced by the Committee in securing exact evidence (pages 757 to 761 and 764).

"Q. Now, Mrs. Alden, did you go on a lecture tour last year collecting moneys for the Society?

"A. No, sir, I didn't go on the tour.

"Q. You planned to?

"A. I planned to go.

"Q. And didn't you go to some places?

"A. I went to a very few, not what I would call a tour; I speak in any Branch that wants me; my lecture tour that was planned was called off.

"Q. How many places did you go to?

"A. I went over to Elizabeth at a meeting there; I spoke in Summit, I can't recall the others now but in answer to the call of different branches.

"Q. Did you make collections?

"A. Not for myself; the work —

"Q. Did you make collections?

"A. No, sir; not for myself —

"Q. Were collections made as a part of the program of these lectures?

"A. I have given no lectures.

"Q. Addresses, call them whatever you will; the name isn't material; were collections made?

"A. The collections were given to the treasurer of that Branch.

"Q. Didn't the International Sunshine Society get part of the money?

"A. Sometimes; and sometimes the whole was taken by the Branch.

"Q. Have you a record showing the moneys collected in this way?

"A. Yes, everything sent in to General Headquarters is entered.

"Q. When you went around addressing or lecturing to assemblages?

"A. There is a record of everything.

"Q. I ask you whether you have a record showing the exact amount received at each of these places?

"A. No, sir.

"Q. Why not?

"A. It was work for the particular Branch; I spoke for them.

"Q. Where you got part of the money, why wasn't there a record showing how much you got in each place?

"A. Whatever we got was recorded.



"Q. Showing the amount from each place?

"A. Yes, sir.

"Q. Where is it recorded?

"A. There is no particular fund; it would go to whatever the work was for; I went to Elizabeth and it was reserved and they hoped to establish another cottage and they still hold that fund.

"Q. Why is it necessary for us not to have a thorough understanding. I will show you what I mean. Here is the Sunshine Bulletin, Mrs. Cynthia Westover Alden, 96 Fifth Avenue, New York City, Founder and Publisher; first column of page 8 of the January issue, 1913, it says 'Mrs. Alden to Lecture.' That makes it appear that it was the understanding of the Sunshine Bulletin that you were going to lecture. Then we find on Page 5, fourth column, February, 1913, 'President-General's Tour'. I don't suppose you wrote this President-General's Tour?

"A. I don't remember; I don't think so.

"Q. (Reads from Bulletin.) It is not too much to call that a lecture tour. Now, Mrs. Alden, you have told us of being in Elizabeth; what further trips did you make in pursuance of the plan that is outlined here?

"A. That plan was never followed; the lectures I gave were not in pursuance of that; the lecture tour was called off because of the annual meeting being close at hand and after that we became interested in this audit of our books and extension of corporate purposes.

"Q. Did you carry that out?

"A. No, sir.

"Q. Didn't you go to Schenectady?

"A. I did; they made a hundred dollars I think; that was one of the junior branches.

"Q. How much did they give for the general work?

"A. I think they gave the whole amount because it was the annual affair; once a year they gave the returns of an entertainment.

"Q. You spoke at Summit?

"A. I spoke at Summit; Mrs. George Seely had a sewing circle.

"Q. Did they take up a collection there?

"A. No, sir; I think that day the ladies agreed to close the front porch but no money came to me.

"Q. Do the books clearly show the results from each place of your lecture tours?

"A. The books show the money received.

"Q. At each place as the result of your lecture tours?

"A. I think they do.

"Q. How about that, Mr. Orr?



" Mr. ORR.— I don't recall having seen a statement as to what the receipts were at any given place.

" Q. We have discovered that you were at Schenectady; what other place did you go to on this particular tour?

" A. I didn't give any lectures on that tour; it was called off.

" Q. Was it your custom to go out around the country lecturing and making collections for the Society?

" A. No, sir; it wasn't my custom.

" Q. It wasn't your custom to go around lecturing?

" A. No, sir; I have been anxious for several years to make a lecture tour. I have made lectures but it was most always for the local branch I attended.

" Q. And never or seldom getting any money in for the Society itself?

" A. Not unless they sent part as dues.

" Q. How often did you make these tours?

" A. I didn't make tours; I went as a Branch would invite me. I never had a real lecture tour as I hoped to have.

" Q. How about expenses?

" A. In the beginning I paid all the way myself; in the last few years I had to tell them I couldn't well afford the railroad fare; sometimes they did pay it and sometimes they didn't.

" Q. Were you away a great deal doing that sort of work?

" A. I have done a great deal of organizing of branches.

" Q. I read this item in the second column of page 5, April, 1913 Bulletin, 'Helping Headquarters.' It appears that mite boxes were placed in the box office and collections made. (Reads item which is as follows:)

#### " HELPING HEADQUARTERS "

" The Suffern Branch of the International Sunshine Society, Mrs. Hooper, president, and Mrs. James Taylor, treasurer, asked Mrs. Alden to lecture for them with the reel, that they too, might help the general fund and the result was a check for \$31. Mrs. Alden went out to New Jersey and incidentally during her trip was asked to show the reel in two different theatres, one in Bound Brook and one in Somerville.

" The mite boxes were placed at the box office and the collections amounted to \$7.11 at Bound Brook, \$8.80 at Somerville and \$2.20 at Findern. This all counts up and one blind baby was reported in need of care. A blind child was also reported at Suffern.

" Mrs. Alden seldom speaks to an audience of one hundred or more but at least one blind child is reported. Before she left the platform at Plainfield, N. J., the other day five blind children had been reported to her.

"Mrs. Alden will lecture anywhere and at any time if the receipts are given to the general society, that just now needs support very much. We must remember that Headquarters and all branches have been giving everything they made almost to the Blind Baby Department of late. Now we must help Headquarters some."

"Q. So you really did make collections, Mrs. Alden, according to that statement?"

"A. The mite boxes were put up at the request of the man who ran the moving pictures.

"Q. It says here, Mrs. Alden will lecture anywhere at any time provided the receipts go to the general society. Is that a correct statement?"

"A. Yes, sir."

#### THE OPERATIONS OF THE SOCIETY AND ITS RELATED ORGANIZATIONS

The various operations of the Society and its related organizations, which have been or are the subject of criticism, will be respectively set forth in detail under the headings which follow. These include the purchase of stock and the operations under constant loss of the business corporation known as the Bensonhurst Hospital and Sanitarium; the misuse of moneys contributed to endow beds at such Hospital and Sanitarium, but really used to pay its ordinary running expenses,—including moneys of the International Sunshine Branch for the Blind taken ostensibly to endow a bed for sick blind babies; and the establishment, without warrant of law, of the Arthur Home for Blind Babies at Summit, N. J., together with various other details showing improper management of the Society and its related institutions.

#### THE BENSONHURST SANITARIUM COMPANY

According to the evidence submitted, the Bensonhurst Sanitarium Company, a business enterprise, was incorporated October 19, 1905. This company purchased at Bensonhurst some property formerly used as a hotel, through two men who had obtained an option on the property and were prominent in the organization of the company, paying therefor \$45,000; \$5,000 of which was given in stock of the company for the option held by the two men referred to, \$10,000 in cash to the former owners of the property

and the remaining \$30,000 was secured by a mortgage. The stock of the corporation did not sell readily, there having been issued up to January 17, 1906, only 155 shares, of which 105 shares were sold for cash and 50 shares were issued for the option on the real estate purchased by the company.

#### AGREEMENT WITH THE BENSONHURST SANITARIUM

On January 17, 1906, the International Sunshine Society entered into an agreement with the Bensonhurst Sanitarium Company to conduct the sanitarium for a period of ten years. The details of this agreement are contained in seventeen articles, including among other provisions the following:

##### ARTICLE FIRST

The care and management of buildings and property known as the Bensonhurst Sanitarium to be turned over to Mrs. Cynthia Westover Alden as the representative of the International Sunshine Society.

##### ARTICLE SECOND

A suite of rooms to be devoted to the use of Mrs. Cynthia Westover Alden to be her residence.

##### ARTICLE FIFTH

The remaining rooms (other than those assigned to Mrs. Alden's use and those used for office work, reception room and general office), to be devoted to "carrying out the objects and plans of the said first party (the Bensonhurst Sanitarium Company) and space remaining shall be at the disposal of the said second party (International Sunshine Society) and used to care for the worthy sick, destitute and poor dependent upon the said International Sunshine Society as hereinafter provided."

##### ARTICLE SIXTH

The price and compensation for sanitarium guests to be regulated and fixed by a schedule to be prepared by Earl H. Mayne, M. D., and George E. Crater, Jr., who were the promoters of the Bensonhurst Sanitarium Company.

##### ARTICLE ELEVENTH

"The gross profits from all sources shall be equally divided between both parties hereto on the 15th day of every third month from and after the date hereof."

## ARTICLE TWELFTH

The second party to pay all taxes and insurance on said property and further to pay the interest when same shall become due and payable on the \$30,000 first mortgage "now an encumbrance on said building," at the rate of 5 per cent. per annum.

## ARTICLE THIRTEENTH

The second party is given an option on the purchase of 300 shares of the stock of the Company at a par value of one hundred dollars per share; all payments to be made thereon to be used in the payment of the mortgage on the sanitarium property.

## ARTICLE FIFTEENTH

The second party agrees to acquire and own at least 100 shares of the stock (in addition to the 300 shares previously mentioned) within ten years and at least one-third of the said one hundred shares before taking possession of the building.

This agreement with the Bensonhurst Sanitarium Company was approved by resolution adopted by the International Sunshine Society at a special meeting held on January 17, 1906, at which meeting were present, according to the minutes of the Society, six persons, including Mrs. Alden, President-General; Mrs. Theodore F. Seward, First Vice-President; Mrs. Mary D. Beattie, Secretary and now the Superintendent of the Bensonhurst Sanitarium; Mrs. Agnes Schull-Gramm, Assistant to the Treasurer, an employee in the office (proxy); Mrs. Edith A. M. Casey, an employee in the office (proxy); and Mrs. M. M. Painter, a Director. There is want of evidence that the agreement with the Bensonhurst Sanitarium Company had been carefully considered by the members of the Board of Directors though there is evidence of the fact that Mrs. Alden herself had considered the matter previously in conference with Mr. George E. Crater, Jr. This is to be regretted in view of the conditions imposed upon the Society by the agreement, among which are the following:

1. The obligation to maintain a hospital and sanitarium, with little or no experience in that line of work, and the fact that this led to the advertising of the institution as a hospital, which the Society was not authorized to maintain, and to the receiving of maternity patients in violation of what was then known as section 288 of the Penal Code, now section 482 of the Penal Law.

2. The Society was bound to purchase stock of the Bensonhurst Sanitarium Company, which was without recognition on the market, to the face value of \$10,000 to be paid out of the funds of the Society which were not contributed for any such purpose.

3. There was little or no indication that the maintenance of the Sanitarium would be a benefit to the poor and needy for whom the appeals of the International Sunshine Society were continually being made.

4. Mrs. Alden was personally made the manager of the Sanitarium and authorized to have a suite of rooms, four of which were set apart for her use.

The evidence further shows that at a hurriedly called meeting of the Directors of the Society on March 9, 1906, at which meeting only two members of the Board of Directors were present, namely: Mrs. Alden, President-General, and Mrs. Mary D. Beat- tie, Secretary, and three others,— the assistant treasurer, the assistant secretary, and the accountant— Mrs. Alden was apparently authorized to borrow money on a note of the Society to purchase 60 additional shares of the stock of the Bensonhurst Sanitarium Company through Mr. George E. Crater, Jr.

It was shown that the Society paid \$100 for each share of the stock although the original owner of 35 of these shares, Dr. Earl H. Mayne, testified that he received only \$50 per share, and some of the stock was given as a commission for alleged services rendered by Mr. Crater. While Mr. Crater, in a letter to the Secretary, denied that he had purchased this stock at less than its par value, the Committee was not able to secure his attendance as a witness. It is also further shown that all stock bought by the Society was paid for at the rate of \$100 per share, the claim being made that it could not be had for less. Apparently, however, there was no real effort to enable the Society to acquire such stock at a less charge, and Mrs. Alden admitted under examination that she bought for her husband, Mr. John Alden, five shares at \$60 per share.

The stock acquired by the Society amounted in all to 280 shares or \$28,000, \$16,000 of which was purchased on credit, the money being advanced by Mrs. Alden. This money, it appears was derived from a legacy left to her in 1896 by a Mr. Anson V. H. LeRoy of Yonkers, N. Y. Other credits to Mrs.

Alden for money advanced by her since 1906 principally for the purchase of stock and for current bills of the Sanitarium aggregate more than \$10,000 as is shown by the report of the expert accountant employed by Mrs. Alden for this Society to examine into this matter in detail. The total credits placed to Mrs. Alden's account, including the above and other items, the most important of which is the purchase of the Sunshine Bulletin, the official organ of the Society, is \$27,966.43. The interest on her credits to April 30, 1913, is \$8,151.69, making an aggregate for her account of \$36,118.12, of which amount Mrs. Alden has drawn \$11,006.84 and has been charged interest thereon, \$2,081.50, the aggregate debit being \$13,188.34, and the balance standing to her credit on April 30, 1913, \$22,929.78. The interest charged on Mrs. Alden's account was at the rate of 5 per cent. until September 13, 1909, and 6 per cent. thereafter, and more than \$5,000 was drawn in cash by her for interest alone. The credits on Mrs. Alden's account, aside from the purchase of the stock, were principally to help pay the running expenses of the Sanitarium, which was a losing venture from the beginning. Not only did Mrs. Alden advance an aggregate of more than \$5,000 for this purpose, which amount is included in the credits in her account, as stated above, but the Society has advanced from year to year large sums to the Sanitarium for the same purpose, the total amount, including that advanced by Mrs. Alden and carried on the books of the Society as an asset, being on April 30, 1913, \$29,657.37 (page 21 of report of Frank Broaker, Certified Public Accountant). This amount, according to the evidence given, does not include the \$5,012.50 paid to the Sanitarium by the International Sunshine Branch for the Blind to endow a bed for blind babies, which amount was used for general maintenance purposes and is not carried on the books of the Sanitarium or of the Society as a liability, the amount being charged to deficit and thus does not appear on the balance sheet. Nor have there been included in this sum the numerous contributions made by branches of the Society and by individuals in the form of furniture, bedding, sheets, towels, curtains and supplies, many of which are acknowledged through the columns of the official organ of the Society and for which appeals have been sent out, the general tenor of which indicated that the Sanitarium was a charitable enterprise.

It is shown (pages 220 to 236) in a list of "emergency cases" cared for at the Sanitarium from 1906 to the end of 1913, submitted by the Superintendent of the Sanitarium, which purports to show the amount of charity work done by the Society, that of approximately 375 names submitted, 300 paid at rates varying from \$10 to \$40 per week, and that others were received at "less than price." For the few who were cared for without charge it was testified that the Society paid at the rate of \$10 per week.

Large sums of money collected from the charitable for other purposes have been used to meet the deficit in the running expenses of this Hospital and Sanitarium, entered upon as a business enterprise and consistently carried on as such. It clearly has no claim to be regarded in any sense as a charitable or philanthropic institution. At the prices charged, good care can be had in other institutions. Besides none are received unless the moneys for their board and care are forthcoming from some source.

#### FINANCIAL NEGOTIATIONS WITH MR. GEORGE E. CRATER, JR.

Apparently without any regard for the necessity of avoiding all appearance of laxity or wrongdoing in the use of the funds given from the general public for charitable purposes, Mrs. Alden, although the President-General and not the Treasurer or other financial officer of the Society, handled these delicate transactions herself, conducted the negotiations with Mr. George E. Crater, Jr., personally, and apparently paid him from the Society's treasury large sums of money by certified checks drawn to her own order and endorsed by her.

To summarize this transaction briefly, Mrs. Alden gave no reasonable explanation to your Committee why she purchased \$6,000 worth of stock of the Bensonhurst Sanitarium with the moneys of the International Sunshine Society, paying therefor \$100 per share, nor did she sufficiently explain before your Committee why she paid \$100 a share for the stock when it could have been purchased for at least \$50 or \$60 a share, as was shown by the purchase which she made for her husband.

Nor did Mrs. Alden give to your Committee any sufficient reason why she drew two checks for the purchase of these sixty shares of stocks, one for \$4,400 and the other for \$1,600, dated the



same day, and in these checks the real payee of the check, that is to say, the owner of the larger part of the stock being then sold, was disguised, and in each case the checks being made payable to herself and others.

Mrs. Alden did not furnish any satisfactory reason to your Committee why in a business transaction like the purchase of the stock above referred to she found it necessary to disguise the payee in the two checks referred to. Straightforward business methods would have simply required a check from the International Sunshine Society to the order of the owner of the stock.

Her testimony regarding this transaction was as follows:

"Q. What did you do with the checks?

"A. I don't recall; I think I gave them to Mr. Crater.

"Q. You don't recall what you did with \$6,000 of the International Sunshine Society's money?

"A. It is a long time ago.

"Q. Why was it necessary for you to have certified checks to pay for that transaction?

"A. I don't know, I should think when you had a check certified it meant the same as cash.

"Q. Why was it necessary for you to pay cash to Mr. Crater for this stock?

"A. He was always in a great hurry when he sold stock; he was always going to Europe or going to leave the State; he hurried us so; we had faith in him, in his honesty, but we always had to do a thing right at the time or he said the opportunity would go by, we couldn't get it.

"Q. Why was it necessary for you to draw two checks to pay this account, one for \$1,600 and one for \$4,400, drawn on the same day, drawn on the same bank, both certified?

"A. I don't know. I think our accountant Mr. Orr can tell.

"Mr. Orr: I don't know as I can give any reason why two checks were drawn; there was an indebtedness of \$6,000 for 60 shares of stock; as to the question of certification it doesn't necessarily indicate that Mrs. Alden had them certified.

"Q. Why was it necessary?

"Mrs. Alden: I don't know.

"Q. But you drew and signed these checks; if you don't know who can tell us?

"A. I can't recall why there were two checks.

"Q. You had in the bank on this date \$6,000?

"A. We surely had. I don't recall the transaction.



" Q. You don't recall the transaction whereby you took \$6,000 of the International Sunshine Society's money, raised for charitable purposes to pay over to this man; you don't recall that transaction?

" A. I recall that we bought it but the details I cannot.

" Q. Can you give any reason that occurs to you why you should draw two checks and pay that man for that stock?

" A. I cannot.

" Mr. Brown: Mr. Orr can explain the transaction.

" Commissioner McGuire: Can he tell us why she made two checks?

" Mr. Orr: No."

#### OTHER FINANCIAL OPERATIONS OF THE "MOTHER SOCIETY"

Several financial operations of the "Mother Society," as it is called by Mrs. Alden, and its branches in connection with this Hospital and Sanitarium require extended notice:

(1) Through an appeal that moneys were urgently needed to establish a free bed for poor needlewomen, Mrs. Alden secured in 1911 from the Henry Howard Paul Estate the sum of \$5,000 to endow a bed for this class of beneficiaries at the Bensonhurst Hospital and Sanitarium. Instead, however, of actually endowing such a bed, in the generally accepted definition of the word, this sum of money was used to buy a participation in a mortgage of \$30,000 on the Hospital and Sanitarium property. The following are the facts in detail with relation to this transaction:

#### HENRY HOWARD PAUL ENDOWED BED

The trustees of the will of the late Henry Howard Paul on June 10, 1911, wrote to the International Sunshine Society a letter as follows:

*" To the President, Directors, Trustees or Managers of the International Sunshine Society:*

" DEAR MESDAMES.— The undersigned are acting as Trustees under the last will and testament of the late Henry Howard Paul, who died in England in the latter part of the year 1905. By his will, he directed that certain monies should be divided among American charities, approved by the Trustees, in particular societies 'that assist poor needlewomen (seamstresses) whose toil is so poorly requited.' From the information which you have

given to us and our investigation of the beneficial work of your society, particularly among the needlewomen, the Trustees have been led to propose to make a gift to your society sufficient to endow a bed in the International Sunshine Sanitarium and Rest Home at Bensonhurst, and we understand that the amount to endow a bed therein is \$5,000. This gift it is proposed to make upon the express condition that this gift shall be known as the 'Henry Howard Paul Memorial Fund or Memorial Bed for Sewing Women' or words equivalent thereto, and that the benefits of the said gift shall be devoted in accordance with the testator's directions, in charity, for seamstresses who are poor. Will you within a week, give an authoritative reply to us, whether you are willing to assume this trust upon these terms, and will you address your reply to us, in care of Mr. Lydecker, at the above address.

" Respectfully,

(Signed) " HARRISON GREY FISKE,  
" HENRY TYRREL,

" Trustees.

" TO MRS. CYNTHIA WESTOVER ALDEN."

In reply to this letter Mrs. Alden on June 13, 1911, wrote a letter of which the following is given as a copy:

" *The Trustees of the Henry Howard Paul Memorial Fund, Mr. Harrison Grey Fiske and Mr. Henry Tyrrel:*

" DEAR SIRs.—A Board and Council Meeting of the International Sunshine Society was held today at General Headquarters, 96 Fifth avenue, New York City, at 2 P. M. This was a regular monthly meeting of the Board. Among those present were Mrs. Cynthia Westover Alden, of New York, President General; Mrs. Theodore F. Seward of New Jersey, First Vice-President; Mrs. Mary D. Beattie of Brooklyn, Secretary and Superintendent of the Hospital; Mrs. Nellie E. C. Furman of Brooklyn, Fifth Member of the Board of Directors; Miss Sara Easterbrook, State Organizer of New Jersey; Mrs. Mary L. Bradt, State President of Florida; Mrs. James Mitchell of Brooklyn, Chairman of the Entertainment Committees; Miss Bertie Shipley of Tennessee, Chairman of the Peace Committee; Mrs. Willis A. Bardwell of Brooklyn, Chairman of the House Furnishings of The International Sunshine Hospital; Miss Anna Louise MacFarland of Brooklyn, Director of the State Board of the Southern Division of New York; Mrs. John William Tumbridge of Brooklyn, Chairman of the Membership Committee; Mrs. C. A. Simpson of New Jersey, President of the Milburn Branch; Mrs. Edith A. M. Casey of Brooklyn, Assistant to the Secretary; Mrs. Agnes Schull-

Gramm of New York, Assistant to the Treasurer; Mrs. Dr. Lamadrid of Brooklyn, member of the Cameo Branch; Miss Florence Layton of New York City, representing Westover Lodge; Mr. O. S. Westover, delegate-at-large from California, and other members of the Council, making a very representative meeting.

"After the general routine of business, I read your letter relative to the will of the late Henry Howard Paul, and the generous division offered The International Sunshine Society, \$5,000, sufficient to endow a bed in The International Sunshine Sanitarium and Rest Home at Bensonhurst by the Sea, Brooklyn.

"The need of such a bed in our hospital is so great that it is difficult to express to you the appreciation of our Board, for the gift to this Society, providing means to help needlewomen or seamstresses when in need of hospital nursing or Rest Home care.

"It was moved, seconded and unanimously carried that the Society assume this trust upon the terms designated by the trustees — that is that the bed shall be known as 'The Henry Howard Paul Memorial for Sewing Women,' the benefits of which shall be devoted in accordance with the testator's directions, in 'charity, for seamstresses who are poor.'

"As President-General of the International Sunshine Society I was also authorized to state to you, the trustees, that we are incorporated under the laws of the State of New York (1900), under provisions of the Membership Corporation Law. The name of the corporation is The International Sunshine Society, incorporated to carry sunshine and happiness into the greatest possible number of hearts and homes by trying to live up daily to our motto — 'Do the thing that is needed, when it is needed, whether the thing is a little or a large one. This is the very fruitage of philanthropy.'

"CYNTHIA WESTOVER ALDEN,  
"President-General."

The trustees through their attorney, Mr. Charles E. Lydecker, by letter dated June 29, 1911, paid the sum of \$5,000 to the Society for the purpose as stated in the letter,—

"to promote the worthy objects for which you have agreed to hold the fund."

The money was used, as has been stated in purchasing a participation certificate in the mortgage on the Bensonhurst Sanitarium property, but no account representing this endowment fund as a liability of the Society has been retained on the books. Not-

withstanding the representations made by the Society in the letters above quoted,—that there was much need for a bed for needy needlewomen,—the bed was occupied in 1911, as indicated by the list submitted by Mrs. Mary D. Beattie, the Superintendent of the Sanitarium, for only ten days, in 1912 for four weeks and in this case the patient's brother paid \$6 per week for her care; and in 1913, for nine weeks and two days by two patients. It was also stated that another patient occupied the bed beginning late in December, 1913.

With relation to the use of this bed Mrs. Mary D. Beattie, Superintendent of the Hospital and Sanitarium, gave the following testimony (pages 342, 343, 344):

“Q. This bed was unoccupied by any sewing woman from November 27, 1911 to April 26, 1912?

“A. Yes, sir; no sewing woman had applied; we would have taken them if they had.

“Q. Do you suppose you could have found any sick sewing women who needed this care if you had looked?

“A. If we had time to go out and hunt for them.

“Q. Did you let anyone know by advertisement or otherwise that you had a bed there for sick sewing or needle women?

“A. We have tried to let people know.

“THE CHAIRMAN: Do the reports you publish show you have an endowed bed for sewing women?

“A. I think so; every sewing woman who has applied has been given the bed.

“Q. What was it used for in the interim?

“A. I don't know as it was used at all.

“Q. The room was left vacant?

“A. It was at first in a room with three beds and then one woman who came there was so nervous she couldn't sleep with others and it was moved into another room.

“Q. It has been vacant all this time without any use in the interim?

“A. Yes, sir; because we didn't have any sewing women.

“Q. It was nearly a year before you had another sewing woman to put into this bed, Margaret Hart, April 7 to May 4, 1913.

“A. She had an operation.

“Q. Was she discharged cured to her home?

“A. Yes, she went to her home.

“Q. Was she a sewing woman?

“A. Yes, sir.

"Q. How did you ascertain that fact?

"A. The lady who brought her there who was interested in her said so.

"Q. What were you told about her?

"A. Simply that she was a sewing woman.

"Q. Did she pay anything?

"A. No.

"Q. Then you had about seven months after that, Mrs. S. A. Allis, Brooklyn, N. Y.

"A. I gave no address because she has no home.

"Q. It appears that she was there from November 11 to December 18, 1913; was she a sewing woman?

"A. Yes, sir; she embroidered.

"Q. And you have Miss Katherine McLaughlin, December 24, 1913, and she is still there; from Niagara Falls.

"A. She was a dressmaker.

"Q. These are all the women who have occupied that bed since it was established?

"A. Yes, sir.

"Q. The brother of one of them paid six dollars a week?

"A. Yes, sir.

"Q. And the first one named was the wife of the bookkeeper?

"A. Mr. Pettis; yes, sir."

On this subject Mrs. Alden testified as follows (pages 679, 680, 681):

"Q. You recall that you received from the trustees of the Henry Howard Paul will the sum of \$5,000 under the plea that it was to be used for the founding of a bed for the care of poor seamstresses or needlewomen; do you recall that?

"A. Yes, sir.

"Q. When did you get that money?

"A. I think it was in 1911.

"Q. Can you tell us just how many weeks that bed has been occupied during the past two and a half years?

"A. By needlewomen? I can't tell you; the testimony has been given by the Superintendent, the exact number of weeks.

"Mr. Brown: It is in evidence.

"Q. I wanted to know whether Mrs. Alden, individually, knew; have you looked for anybody to occupy that bed?

"A. We have mentioned it in the New Jersey year book which was sent out all over the State and it has been mentioned in meetings.

"Q. You have had that bed for two and a half years, haven't you?

"A. Yes, sir. I think so, I haven't counted it up.

"Q. Do you know that bed has been used only fourteen weeks in these two and half years? By needlewomen, who earn their living by the needle?

"A. (No answer.)

"Q. Although you represented to those trustees as a matter of fact that you were connected with a Society whose work took in the care of needy needlewomen?

"A. Yes, sir.

"Q. Do you explain that? That in two and a half years that this bed backed by this \$5,000 fund has been used only fourteen weeks?

"A. We have two there now.

"Q. Didn't you urge that there was a great need of that \$5,000 for needy needlewomen?

"A. I think we wanted a bed for needlewomen and we will take every needlewoman that comes.

"Q. Do you mean to say that there are not in this great city of New York enough sick needlewomen to keep that bed occupied all the time?

"A. We haven't found it so.

"Q. Have you tried?

"A. The New Jersey Year Book has it in.

"Q. Have you asked the C. O. S. or the Brooklyn Bureau of Charities or the St. Vincent de Paul Society or any other similar societies to aid you in filling this bed?

"A. No, sir."

#### ANOTHER "ENDOWED BED" FUND

(2) In the Sunshine Bulletin under date of April, 1913, appears an appeal to endow a bed for the sick poor at the Bensonhurst Hospital and Sanitarium, contributions to be sent to Mrs. Nellie E. C. Furman at 121 Hooper street, Brooklyn. This appeal, made to the general public, does not convey the slightest intimation that the moneys are to be used for any other purpose than that indicated, but on the testimony of Mrs. Alden it appears that the entire sum of \$1,000 by that time raised had not only not been used to endow a bed in the Hospital and Sanitarium,

but had been used to meet the ordinary running expenses of that institution. The appeal is as follows:

**"SUNSHINE FREE BED ENDEAVOR"**

"Special efforts are being made to create a deeper interest in the establishment of the Sunshine Free Bed at the Sunshine Sanitarium at Bensonhurst, L. I.

"Branches of the International Society are being asked to help as they have opportunity. Friends of Sunshine are receiving the appeal; and the newspapers, the ever constant friends of Sunshine, are cooperating with the effort in giving space in their columns and lending their influence—all in the hope of completing the necessary fund of \$5,000 as speedily as possible.

"The constant need of such a bed at the Sunshine Sanitarium is the greatest incentive to the workers in this special undertaking to forge ahead and make it a reality with as little delay as possible.

"Auxiliary members who through the pressure of other Sunshine work had temporarily lost active interest in the auxiliary work, have had their interests awakened and have been sending in their back dues.

"The largest help to the fund came from New Canaan, Connecticut, where there is no Sunshine branch, and the only members are two old ladies that are enrolled in the Sunshine Fourscore Branch. One of these dear old ladies read the appeal for help in establishing the Sunshine Free Bed. Although considerably past the fourscore mile post, she set out to organize a free bed auxiliary, and in her first report to the Chairman of the Auxiliary Work, reported a membership of twenty-six in her auxiliary, and sent a check for \$4.65, the amount she had collected as dues from these new members. Since that report, she has added five more members to her auxiliary. She has the largest auxiliary now enrolled, and shows the largest interest in the work.

"This aged member and auxiliary leader is Mrs. Elizabeth J. Easley. She says when she first read the appeal for the free bed she realized its great need in the Sunshine work, and felt sure she could help a little. The thirty-one members now enlisted in the work through her efforts prove that she can be of very material benefit in making the bed possible.

"Has it occurred to you that if this dear old lady, so near the sunset of life, can do so much to meet a practical need in Sunshine work, that it might be possible for you with fewer years crowning your head and a larger and more liberal ability to do work that is



worth while, to be a real helper in the establishment of this Sunshine free bed we are working so hard to secure? Just start in to-day and see if you can't get at least one friend to join with you in the gift of a dime a month for this \$5,000 fund. Report the full names and addresses of your friends who will join with you, to the chairman of the auxiliary work, Mrs. Nellie E. C. Furman, 121 Hooper street, Brooklyn, N. Y., just as fast as you secure this consent to be a monthly dime contributor to the fund."

The following is Mrs. Alden's testimony on this subject (pages 764 and 765):

"Q. Now I find in the fourth column, page 10, April, 1913, of the Sunshine Bulletin, 'Free Bed Endeavor'; what does that mean?

"A. I think that must be by the Secretary of the Southern Division, they wanted to establish a free bed for anybody sick.

"Q. Who is that?

"A. Mrs. Nellie E. C. Furman.

"Q. She is also the lady who is connected with the Dyker Heights Home, as Secretary, isn't she?

"A. Yes, sir.

"Q. This appeal which is found here, 'Sunshine Free Bed Endeavor,' on page 10, fourth column, doesn't say anything about the Southern Division; just how much money has been collected on account of that bed?

"A. To the best of my memory at the last meeting I think she said one thousand dollars.

"Q. What has been done with it?

"A. Turned into the Sanitarium.

"Q. What for?

"A. General use, meeting the bills of the department.

"Q. For the general expenses of the Sanitarium?

"A. Yes, sir.

"Q. Has only one thousand dollars been collected?

"A. That is my recollection.

"Q. How much are you aiming to get?

"A. \$5,000.

"Q. And you are aiming to spend it all in the same way?

"A. It is to go for that purpose."

Another article in the Sunshine Bulletin of May, 1913, is as follows (page 6):



### “SUNSHINE FREE BED

“Have you given to this good work?

“The fund of the International Sunshine free bed, which is now being established in the Sunshine Sanitarium at Bensonhurst-by-the-Sea, has reached the amount of \$1,088. The whole amount to be raised is \$5,000. Every 50 cents added brings us nearer the end. This money is being raised principally by the Southern Division of New York State, Mrs. Nellie E. C. Furman, President. Money sent direct to her, 121 Hooper street, Brooklyn, will be credited to this work.”

(3) The transactions of this institution with the International Sunshine Branch for the Blind, whereby it secured the sum of \$5,012.50, ostensibly to endow a bed for sick blind babies but in reality to be used in paying the running expenses of the Hospital and Sanitarium, will be found set forth in detail in this report under the heading “International Sunshine Branch for the Blind.”

### SANITARIUM STOCK AND MORTGAGE

In addition to the expenditures already mentioned in connection with the Bensonhurst Sanitarium, the Society has purchased from time to time certificates of participation in the mortgage on that property, the interest of which it assumed when it entered into a contract with the Bensonhurst Sanitarium Company in 1906, until it had secured possession of the entire \$30,000 mortgage. It now owns this mortgage and 280 shares of the 454 shares of stock of the Bensonhurst Sanitarium Company outstanding. Of the remaining 174 shares Mrs. Alden owns 22 shares, John Alden, her husband, one share, Mrs. Mary D. Beatrice, the Superintendent of the Sanitarium, one share, and Mrs. Mary C. Seward, one share, thus making it possible to control the directorate of the Bensonhurst Sanitarium Company. It therefore appears that the Society has expended directly or indirectly in securing control of the Sanitarium and its maintenance for a period of seven years the following:

For stock of the company.....	\$27,000 00
For the mortgage . . . . .	30,000 00

To meet deficits in maintenance expenses.....	\$29,657 37
For interest on money advanced by Mrs. Alden in cash and credit .....	5,970 19
Total . . . . .	<u>\$92,627 56</u>

This amount does not include the claims of outside stockholders, \$17,400, the \$5,012.50 paid by the International Sunshine Branch for the Blind to endow a blind babies' bed, the interest paid on the \$30,000 mortgage previous to the time that it was acquired by the Society, the aggregate of all of which is approximately \$120,000, or the contributions of benevolent individuals of furniture, and other supplies which go to make up the equipment of the Sanitarium, the value of which we have no means of calculating because no systematic record of these contributions has been retained.

From the minutes of the meeting of the Board of Managers of the Society held on January 2, 1907, it appears that the following note given to Mrs. Alden, together with the stock mentioned therein to be sold at her discretion, as security for her loans of money to the International Sunshine Society, was authorized:

(On letterhead of International Sunshine Society.)

JULY 14, 1906.

" \$16,000.00

" On demand we promise to pay to Mrs. C. W. Alden, or order, at her office, 96 Fifth Avenue, New York City, New York, sixteen thousand dollars, for value received, with interest at the rate of five per cent. per annum, having deposited with said Mrs. C. W. Alden, as collateral, certain securities as per list herewith; the margin on which is to be kept good, and in default thereof this loan is to become due and payable forthwith. And we hereby authorize the said Mrs. C. W. Alden to sell said securities, or any portion thereof without notice, at any Board of Brokers in New York City, or at public or private sale, at the option of the said Mrs. C. W. Alden, in case of the nonperformance of this promise, applying the proceeds to the payment of this note, including interest and all expenses; should such sale be at public auction, said

Mrs. C. W. Alden is authorized to purchase for her own account any or all of the property offered at such sale. In case of deficiency, we promise to pay to said Mrs. C. W. Alden the amount thereof forthwith after such sale with legal interest; and it is hereby agreed and understood that any excess of collaterals upon this note shall be applicable to any other note or claim held by said Mrs. C. W. Alden against us, and in case of any exchange of, or addition to the collaterals named, the provisions of this note shall extend to such new or additional collaterals.

“ Two hundred and one shares of the Bensonhurst Sanitarium Company's stock, at \$100, certificate numbers 17, 18, 19, 22, 24, 25 and 40 respectively.

(Signed) “ CYNTHIA WESTOVER ALDEN

“ *President-General.*

“ MRS. THEODORE F. SEWARD,

“ *First Vice-President.*

“ NELLIE E. C. FURMAN,

“ *Director.*

“ MARY D. BEATTIE,

“ *Secretary.*

“ ANNIE B. HARD,

“ *Director.*

“ July 14, 1906.

“ Witnesses to Mrs. Alden's signature:

“ MARY D. BEATTIE,

“ J. R. PETTIS.

“ Witnesses to the other signatures of the Board:

“ January 2, 1907.

“ EDITH A. M. CASEY, *Assistant Secretary.*

“ AGNES SCHULL-GRAMM, *Assistant Treasurer.*

“ [SEAL]

“ KNOW ALL MEN BY THESE PRESENTS, That The International Sunshine Society, for value received, have bargained, sold, assigned and transferred, and by these presents do bargain, sell, assign and transfer unto Cynthia Westover Alden of Bensonhurst, Brooklyn, N. Y., two hundred and one shares of the Bensonhurst Sanitarium Company standing in our name, on the books of the stock company and do hereby constitute and appoint Cynthia Westover Alden of Bensonhurst, Brooklyn, N. Y., our true and lawful attorney irrevocable for us and in our name and stead, to use, to sell, assign, transfer and set over all or any part of the said stock, and for that purpose to make and execute all necessary acts of

assignment and transfer, and one or more persons to substitute with like full power, hereby ratifying and confirming all that said attorney or substitute or substitutes shall lawfully do by virtue hereof.

“IN WITNESS WHEREOF, we have hereunto set our hand and seal this second day of January, 1907.

(Signed) “CYNTHIA WESTOVER ALDEN,  
“ *President-General.*

“MARY C. SEWARD,  
“ *First Vice-President.*

“MARY D. BEATTIE,  
“ *Secretary.*

“ [SEAL]

“ANNIE B. HARD,  
“ *Director.*

“MARY M. PAINTER,  
“ *Director.*

“NELLIE E. C. FURMAN,  
“ *Director.”.*

Subsequently, as stated herein, it was voted in Mrs. Alden's presence and with her concurrence, to give her participation in the mortgage on the Sanitarium in exchange for such stock.

It is evident from her transactions that Mrs. Alden, for purposes not fully disclosed, was attempting to finance the affairs of this business corporation from moneys collected ostensibly for the care of sick blind babies, as well as for sick needlewomen, and other needy persons, and that in the meantime she was securing herself against personal loss, drawing a good rate of interest on her moneys invested, and placing herself in a position to control the whole situation.

#### INTERNATIONAL SUNSHINE BRANCH FOR THE BLIND

The fourth annual report of this institution published in 1908 gives a history by its recording secretary, Mrs. Nellie E. C. Furman, from which we quote the following:

“At the first regular meeting of the Sunshine Branch for the Blind held in November, 1904, Mrs. Cynthia M. Tregear, the founder and first President, said many thought the dream impractical, not knowing how rich these pioneer workers were in ‘the faith that moves mountains.’

"Only two members constituted the branch when it was started — Mrs. Cynthia M. Tregear and Mrs. Cynthia Westover Alden; and their first supporter was Mrs. Frederick P. Fish, of Boston, Mass., who sent \$100 as the beginning of a bank account, and on February 29, 1904, we opened our kindergarten in a little flat of three rooms at 501 East 78th street, New York, at an expense of \$3 a week for rent."

In the same publication, referring to the efforts to secure better quarters for the institution, appears the following:

"In September a special meeting of the Board was called to consider a proposition that had been received. Through the courtesy of Mr. George E. Crater, Jr., a beautiful house on 84th street, near Thirteenth avenue, Dyker Heights, was offered as a home for the blind babies, on condition that Sunshine assume two liens against the property.

"While every effort was made by personal endeavor and through the press, it was found impossible to raise the necessary fund for the building of the proposed extension on the Gates avenue property, as Sunshine had no title to the same. When the matter finally came to a vote it was unanimously carried to accept Mr. Crater's gift, provided a clear title could be obtained. Later we took possession with all indebtedness cleared except for two mortgages of \$5,000 each at 5 per cent."

Despite these laudatory statements in the report it does not appear that Mr. George E. Crater, Jr., ever had any equity in this property. It does, however, appear by the testimony of Mrs. Alden that, for some reason which to her was vague and shadowy, he was given a check for \$1,000, in connection with this transaction.

On this subject Mrs. Alden testified as follows (pages 691, 692 and 693):

"Mr. Hebbard: With your permission I would like to read this item produced at the hearing on the proposed amendment to the articles of incorporation: In the Sunshine Bulletin for January, 1907, there is an article on page 11 on 'The Blind Babies' New Home,' together with a picture of the Home at Dyker Heights. After describing the Home into which the blind babies had moved on the first of November, 1906, the article goes on to say: Mr. George E. Crater, Jr., Chairman of the Advisory Board of the International Sunshine Society, in the name of his wife, Esther T. Crater, gave his interest in the Home to the Branch for the Blind. This is a property valued at close on to \$25,000. The Branch

will have to carry two mortgages of \$5,000 each. Mr. and Mrs. George E. Crater, who were our good fairies in securing this beautiful Home, have returned from Europe as much interested in Sunshine as ever. We all know how the work of Sunshine has increased since Mr. Crater became Chairman of the Advisory Board. It was a lucky day for the Society when Mr. Crater threw his interests its way.

"That was published, was it, in the Bulletin?"

"A. I don't recollect it; I don't remember writing it; I have no doubt it was in the Bulletin.

"Q. How do you reconcile the statements that you didn't know he ever had a dollar's worth or a dollar's interest in it, and the further statement that he got a thousand dollars out of it, and that he never acted on the Advisory Committee?"

"A. Everybody had faith in Mr. Crater at that time. He represented that he was giving an equity in the property.

"Commissioner Kevin: When he represented that you believed it was true?"

"A. Yes, sir. We believed it was true.

"Q. How had the work of the Sunshine Society increased since he became member of the Advisory Committee if he never came to the meetings?"

"A. He was very much interested in getting the Blind Babies Home, interested in the title.

"Q. He got a thousand dollars out of it?"

"A. Not to our knowledge; we paid him as the agent for that work. The first thousand dollars was paid to Mr. Crater; if he got anything, I don't know anything about it.

"Q. Who wrote that article?"

"A. I don't know.

"Q. You didn't write it?"

"A. I don't recall writing it.

"Q. Are you quite sure you didn't write it?"

"A. I don't think I wrote it.

"Q. Who would have written it if you didn't?"

"A. The Secretary of the Branch for the Blind often wrote articles.

"Q. Who was that?"

"A. Mrs. Furman.

"Q. What is the date of that article?"

"A. January, 1907."

These quotations refer to the development of the institution and its establishment in 1906 in a building in a section of Brooklyn known as Dyker Heights, where it is still located, although

the property has been added to since that time. Mrs. Cynthia W. Alden was Treasurer of this institution, with the exception of one year, from its incorporation in 1905, until 1911, when the International Sunshine Society undertook to maintain a separate home for blind babies at Summit, N. J. Mrs. Nellie E. C. Furman was its Secretary practically from the time of its incorporation. Mrs. Theodore F. Seward is still its President, although she is also President of the Department for the Blind of the International Sunshine Society, and a Vice-President of the Society. Mrs. Blanche Campbell has been Treasurer since 1911.

Beginning with 1906 the city of New York allowed the sum of \$2 per week for the care of such inmates as were proper charges against the city, which sum in 1908 was raised to 60 cents per day, and in 1912 to \$1 per day. Appeals were made through the official organ of the International Sunshine Society, known as the Sunshine Bulletin, by means of mite-boxes placed in public places and otherwise, for funds for the support of the institution, and a group of ladies acting in the capacity of a Ways and Means Committee was instrumental in raising considerable sums, not only for the mortgages on the property at Dyker Heights and improving and adding to the land and buildings, but for the general maintenance of the institution.

#### WORK AT THIS HOME GENERALLY WELL DONE

That the work undertaken by this home for blind children at Dyker Heights has been generally well done has been recognized by the State Board of Charities. At first the school classes for the entire number of children were maintained within the institution, and because of the helplessness of the inmates, all of whom were very young, the city of New York was induced to increase its rate to \$1 per day for the care of the inmates, nearly all of whom were public charges.

#### NINETY-FIVE PER CENT. OF THE CHILDREN PUBLIC CHARGES

The reports of inspections of the institution made by the State Board's inspector show that on November 22, 1912, 21 of the 22 inmates then present were public charges, and that on January 16, 1914, 22 of the 23 children then present were public charges,

and the institution was receiving a per capita rate of \$1 per day from the city of New York for their maintenance.

It is also shown that previous to 1911, a kindergarten class was maintained within the institution, all the children old enough to be benefited by such training being enrolled. In 1911, however, the older children were sent out to the public schools, only the younger ones being maintained in the kindergarten class in the institution. On January 16, 1914, 10 children were attending the public school and 7 the kindergarten class in the institution, for which the Board of Education provides a kindergarten teacher. It therefore appears that for more than 95 per cent. of the children cared for the city pays \$1 per day for care and maintenance, and in addition provides the educational training for those who are capable of receiving it.

#### FINANCES OF THE HOME

The annual report of the institution for the year ending September 30, 1913, shows a total of \$8,521 received from public sources for the care of inmates as compared with a total of \$9,773.21, the expenditures for all purposes during the year, and that there is a balance on hand in the treasury of \$8,953.88, in addition to the investments amounting to \$4,521.25. The property is now reported to be worth \$33,673.50, and the furniture and equipment \$2,489.12, with no indebtedness. The amounts received from public sources for the care of inmates have increased from year to year and are shown to be as follows:

In 1907, \$722.21; in 1908, \$2,316.03; in 1909, \$3,042.83; in 1910, \$2,900.82; in 1911, \$4,670; in 1912, \$7,699.60; in 1913, \$8,521.

Although private contributions for the care of inmates in the institution have been materially reduced during recent years, such contributions are still received. In 1913 they amounted to more than \$3,000. The efforts of the International Sunshine Society, however, to collect money for this institution practically ceased when the separate institution for blind babies was opened by that Society in 1911 at Summit, N. J.



## DISAPPEARANCE OF ACCOUNT BOOKS

Owing to the disappearance of some of the account books of this institution for a period previous to 1909, the Committee has been prevented from looking into its accounts to the extent which seemed to be desirable. The legality and moral right of the institution to make certain payments in 1908 are subject to serious question.

## "ENDOWED BED" FOR SICK BLIND BABIES

It appears that in 1907 Mrs. Alden, the Treasurer, made an appeal for contributions for money, indicating a desire to assist the Hospital and Sanitarium and to endow a bed for the sick blind babies of this institution, in the Bensonhurst Hospital and Sanitarium, maintained by the International Sunshine Society, and of which Mrs. Alden was business manager. The ledger of the International Sunshine Branch for the Blind, on page 63, shows an account representing the endowed bed for blind babies as follows:

### *Endowed Bed Fund*

1908			1908		
April	1	\$1,175 00	April	1	\$25 00
	1	656 25			
May	31	77 26	1909		
	12	52 30	Jan.	1 Balance.	5,012 50
	29	131 57			
June	30	113 91			
Aug.	2	2,500 00			
		293 71			
		37 50			
		\$5,037 50			

While the several debit items in this account are said to represent payments made by the institution to the Sanitarium department of the International Sunshine Society, it appears that the total amount actually received in response to the appeal above referred to cannot be ascertained. That the institution had not

collected the total of \$5,000 through this appeal is shown by the fact that at a meeting of the managers held on June 13, 1908, the Treasurer, Mrs. Alden, reported, according to the minutes of that meeting, a total of slightly over \$2,000 in the fund on that date.

As will be seen, the account exhibited a balance of \$2,067.38 on that date, which is substantially in accord with the report of the Treasurer. It was learned, however, that of the items shown, \$2,500 was transferred from an account called "Reserve Fund" and \$293.71 from a savings bank account in the same ledger, both of which accounts were in existence previous to the date of the first entry in the above account. It would therefore seem certain that the two items referred to represent funds not collected for the purpose of endowing the bed.

Your Committee regrets that the books of the Society which would throw light on the specific sources from which the \$2,500 was received have so strangely disappeared.

With reference to these items, Mr. Thomas A. Orr, who, as an employee of Mr. Frank Broaker, C. P. A., made an analysis of the records of the Society at the request of Mrs. Alden, testified as follows (page 25):

"Q. Have you in your possession any books showing the primary sources of these moneys that go to make up these funds?"

"A. Classified as such, no.

"Q. Classified in any way. Let us see any record of any moneys that went to make up this \$2,500.

"MR. ORR.— I don't know as to that.

"Q. Can you tell us anyone who does know?"

"A. I can't. I have endeavored to get together the old books of the Branch for the Blind, and I have tried to get the analytical receipts and I haven't been able to find them. They have searched all over to locate them. The bookkeeper had more or less a habit of keeping them on loose sheets, then having them bound up at times.

"Do you understand that the inference of these books that we particularly want not turning up is unfortunate?"

"A. Yes.

"Q. Do you know where this \$2,500 came from?"

"A. No, I do not."

## NO URGENT NEED FOR BED EXISTED

On inquiry it was learned that no urgent need for the bed for sick blind babies of this institution existed. This is shown by the fact that but few of the inmates of the institution occupied the bed during the past six years. A list as furnished by the Superintendent of the Sanitarium, Mrs. Mary E. D. Beattie, is as follows:

Mrs. C. M. Tregear, November 16-23, 1907, one week.  
Annie Warshauer, most of the summer of 1908.  
Freda Elting, April 19-May 2, 1909, two weeks.  
Kenneth Grant, October 16-31, 1909, two weeks.  
Mrs. A. Grant, October 16-31, 1909, two weeks.  
Master Fiori, March 17, 1909, one day.  
Elizabeth Robeshaw, July 30-Sept. 16, 1910, 7 weeks, and November 6-13, one week.  
Elmer Cohen, April 6-7, 1911, one day.  
Mrs. Gertrude Smith, February 14-April 3, 1912, seven weeks.  
Mrs. Mattie Pendleton, February 14-27, 1912, two weeks.  
Isidore Schien, Hallock Raynor, Ethel Loebel, Michael Tosca, April 6-7, one day.  
Miss Guadelupe Gutierrez, July 13-October 21, 1912, 14 weeks.  
Rachel Askenos, August 13-September 15, 1912, 4 weeks, 5 days.  
Solomon Phillips, September 22-23, 1913.  
Samuel Feurer, October 14-19, 1913.

Of the above names, Mrs. C. M. Tregear, Mrs. Gertrude Smith, Mrs. A. Grant, Mrs. Mattie Pendleton, and Miss Guadelupe Gutierrez are not those of blind babies and the following were not included in the records of inmates of the institution which have been reported to the State Board of Charities: Freda Elting, Kenneth Grant, Master Fiori.

It thus appears that the aggregate time during which inmates of the Blind Babies' Home were cared for at the Sanitarium during the six years was not to exceed seven months.

Furthermore all of these children could have been well cared for in hospitals for children in the city at a very slight expense and probably without any charge to the institution.

## NEED OF FUNDS TO MAINTAIN SANITARIUM

On the other hand, the very urgent need for funds to maintain the Sanitarium was shown in the expenditures having been far

in excess of the receipts, and by the further fact that the full \$5,000 paid over in small and large amounts was used in paying the running expenses of the Sanitarium.

REV. EDWIN C. HOLMAN, "FIELD SECRETARY"

The evidence shows that in 1907 the International Sunshine Society entered into an agreement by which the Rev. Edwin C. Holman, of Franklin Furnace, N. J., was appointed "Field Secretary," and was permitted to place in hotels, at railroad stations, and in other public places "mite boxes," to each of which was attached a card on which was printed a picture of one of the inmates of the International Sunshine Branch for the Blind, and an appeal for contributions for the benefit of the Blind Babies' Home. Mr. Holman was to be allowed 25 per cent. of the gross collections from these boxes as his salary and an additional 25 per cent. for "expenses." The agreement with Mr. Holman was also ratified by the Board of Managers of the International Sunshine Branch for the Blind. The records show that from \$150 to \$250 per month was the usual amount received by the institution from this source, but there was no systematic or detailed accounting of the total amount collected by Mr. Holman, nor was there any check nor apparently any attempt to verify the accuracy of his reports which were usually in the following form:

" 75 Fifth Avenue, New York City."

" March 12, 1912.

" MRS. CYNTHIA WESTOVER ALDEN, *Treasurer*,

" 96 Fifth Avenue, New York City:

" DEAR MRS. ALDEN.— Inclosed please find checks amounting to \$203.35. Of this amount there came

" From New Jersey.....	\$23 17
" From New York.....	180 18

" Total .....	\$203 35
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" Respectfully yours,

" EDWIN C. HOLMAN,  
" *Field Secretary.*"

After the International Sunshine Society established the Arthur Home for Blind Babies, at Summit, N. J., in 1911, there was an understanding that the money raised in New Jersey should go to the International Sunshine Society to help maintain that institution. In this connection it should be stated that Mr. Holman, at the conclusion of his contract with the International Sunshine Society and the International Sunshine Branch for the Blind, in 1912 organized what is known as "The Golden Rule Alliance," and now maintains mite boxes for that Society of which he is the Treasurer. These mite boxes for a time bore a card indicating the actual existence of a home for blind girls, but in view of the charge that such home has not been established he later changed the card to read: "A penny a week will help us to build the home for blind girls. Address all communications, Golden Rule Alliance, 75 Fifth avenue, New York City."

Such cards are displayed in public places in different parts of the State and advertisements frequently appear in newspapers regarding this Society, which is not authorized to maintain in this State an institution for young children.

With respect to Mr. Holman's operations for the International Sunshine Society, and the International Sunshine Branch for the Blind, Mrs. Theodore F. Seward, Vice-President of the Society and President of the Branch for the Blind, in the interests of which the collections were made, gave the following testimony (pages 280, 281):

"Q. What arrangement did you have whereby you knew that Mr. Holman turned in to you all the money collected?

"A. We had no arrangement; he was a minister and we trusted to him; that was the real reason; we wouldn't have thought of taking anybody else.

"Q. Had you made any investigation into the antecedents of this reverend gentleman?

"A. We knew where he had been; we don't usually investigate ministers.

"Q. Had you looked up his antecedents?

"A. We met his wife.

"Q. Did you find out his character; you never can tell a man's character by the character of his wife.

"A. We have found that out.

" Q. At any rate you didn't really look up his antecedents?

"A. No; we knew he had been preaching.

" Q. Where had he come from?

"A. I have forgotten.

" Q. So because he was a clergyman you allowed him to put these mite boxes around?

"A. He seemed very nice.

" Q. Because he was a clergyman and seemed very nice and seemed to have a very nice wife you allowed him to go around collecting money from these mite boxes without knowing whether he turned the money in or not?

"A. Perfectly true.

" Q. Did that seem to you good business?

"A. Fine."

Some further idea of the loose financial methods of this institution may be gained from the following testimony given by Mrs. Blanche Campbell, the Treasurer, and Mrs. Nellie E. C. Furman, the Secretary of the corporation (pages 26 to 33):

Mrs. Campbell:

" Q. You have a Ways and Means Committee?

"A. Yes, sir.

" Q. You received moneys from them from time to time?

"A. They have a Financial Secretary and they send in whatever they raise to me.

" Q. Do you get at the same time a detailed statement showing where this money comes from?

"A. No.

" Q. Has the Board of Directors of the International Sunshine Branch for the Blind never passed upon the question of the sources, primary sources, of moneys raised in its name for these blind babies?

"A. Not that I know of.

" Q. Have you as Treasurer ever asked to know where these moneys came from?

"A. No, sir.

" Q. Do you know?

"A. No, sir.

" Q. Do you know who does know?

"A. Their Financial Secretary, of the Ways and Means Committee, Mrs. Vivien Spencer, or the Chairman of the Ways and Means, Mrs. Perkins.

" Q. Who authorized this method, can you tell us that, this method of collecting these moneys and turning them over to you

in a lump sum without any statements as to the primary sources of the money?

"A. I don't know.

"Q. Can you tell us that, Mrs. Furman?

"MRS. FURMAN: What method?

"Q. The method of having the Ways and Means Committee collect moneys in the name of the International Sunshine Branch for the Blind and to turn them over to the treasurer in a lump sum without any statement as to the primary sources of the moneys?

MRS. FURMAN: Hasn't there been anything on the minutes for the year gone by? I think generally we know where this money comes from.

"Q. Who authorized this method of doing business?

"A. We all have authorized it. The Ways and Means Committee raises the money and turns it over for the legitimate expenses of the Sunshine Branch for the Blind.

"Q. You are a separately incorporated institution. You have direct responsibilities as holders of trust funds. Have you given over that responsibility to a committee that doesn't tell you where it gets the money from?

"A. No; we haven't given it over to any committee."

"MRS. CAMPBELL: This report I get from the bookkeeper every month, which I bring before the Board of Directors, shows details.

"Q. Can you, Mrs. Campbell, tell us anything further with relation to this?

"A. No, I can't.

"Q. Can you, Mrs. Furman, tell us anything as to this authority?

"A. From my memory, no.

"Q. What can you tell from the record?

"A. I can't now.

"Q. How long have you been Treasurer, Mrs. Campbell?

"A. Since July 1, 1911.

"Q. It appears that in 1912-1913 you received from the Ways and Means Committee \$1,460.12 according to the examination of the books?

"A. I believe that is right.

"Q. Can you tell us where the record is that tells us just where that money comes from?

"A. No I can't; how they raised it??

"Q. Just where it came from, who gave it?

"A. It just simply came from that Committee, from the Financial Secretary.

" Q. Do you know of any place where there is a record showing where it came from?

" A. I think they kept a record themselves.

" Q. Is that here?

" MR. ORR: I have never seen such a book.

" Q. Who are the members of the Committee?

" A. Mrs. W. B. Anderson, Miss Ella Borland, Miss N. T. Bradley, Mrs. G. Hunter Brown, Mrs. Frederick Bull, Mrs. B. J. Carroll, Mrs. Bruce Clark, Mrs. Dows, Mrs. Matthew C. Fleming, Miss Elizabeth B. G. Fowler, Mrs. Lawrence Greer, Mrs. B. C. Happen, Mrs. Howard C. Hildt, Mrs. Robert Irving Jenks, Financial Secretary, through her I received most of the money; Mrs. Benjamin B. Lawrence, Mrs. James B. Lowell, Mrs. Edward McVickar, Mrs. A. B. Moran, Mrs. Albert Rathbone, Mrs. Charles L. Riker, Miss Elizabeth Robinson, Mrs. J. G. Rogers, Mrs. Symongton, Miss Tremain, Mrs. Spencer, Mrs. Perkins.

" Q. How many are there in all?

" A. Twenty-seven.

" Q. Are these ladies, any of them members of the Board of Directors of the International Sunshine Branch for the Blind?

" A. Mrs. Lawrence and Mrs. Perkins.

" Q. It appears from the books that \$1,406.12 in a lump sum was received through the Ways and Means Committee 1912-1913. The total amounts credited to this Committee's account during 1910-11 was \$6,131.84, during 1911-12, \$7,660.06, and during 1912-13, \$2,315.50 was paid into the International Sunshine Branch for the Blind by the Ways and Means Committee.

" A. I think that must be right.

" Q. The Superintendent of Inspection reports that the actual sources of these receipts are frequently not shown, and whether these amounts are gross or net receipts does not appear. Do you know that?

" A. No.

" Q. A separate bank account was kept for the Ways and Means Committee's reserve fund. Who keeps that, in whose name was this kept, this account?

" A. I don't know.

" Q. Do you know any authority for clubbing these moneys together?

" A. On my report every month it says Ways and Means Committee, such amount. They simply send all their money sort of separate so as to give a record of it every month.

" Q. Who makes up that report?

" A. Mr. Gillott the bookkeeper, he is hired and we have a hired clerk. I only go there to sign the checks.



"Q. You know nothing about the report until it is presented to you?

"A. No, I don't; I most always look it over to see if the moneys paid out I know are correct.

"Q. Do you personally approve that method?

"A. No.

"Q. As a member of the Board of Directors do you prefer that they should give you an itemized statement?

"A. I should prefer it.

"Q. Do you Mrs. Furman?

"A. I think it is all right because the record is in the hands of the Committee which was appointed for this purpose.

"Q. Of whom two out of twenty-seven belong to your Board of Directors?

"A. Yes.

"Q. And you think a committee out of which your trustees only number two out of twenty-seven should collect that money in the name of the corporation and turn it in in lump sums?

"A. These moneys are from contributors.

"Q. Are they contributed from these ladies themselves?

"A. Yes, as members of the Committee they have their dues to pay.

"Q. How much?

"A. It varies.

"How much?

"A. I should say some paid \$5 and some \$10 a year.

"Q. That wouldn't go very far towards making up \$2,700.

MRS CAMPBELL:

"A. I personally as Treasurer would like a statement from them every time they give me money.

"Q. Have you asked them for it?

"A. No.

"Q. Why don't you; what do you think about that, Mrs. Furman?

MRS. FURMAN: "I think it would be an assistance to the Treasurer.

"Q. Do you not think there should be the utmost strictness for the accounting of moneys collected all over the country for the blind babies?

"A. Yes; I don't endorse this method.

"Q. Mrs. Furman, how can you explain that all the contributions are turned over to the Treasurer if they are not itemized? Suppose Mr. John Smith gives you \$100, how can you tell by your books that the \$100 was turned over?

"MRS. FURMAN: From the Ways and Means Committee.

" MRS. CAMPBELL: We couldn't.

" Q. Why shouldn't you have your records so Smith or Jones could tell that the money they gave was turned over?

" A. I think it should.

" Q. The present system isn't correct, is it?

" A. No.

#### THE ARTHUR HOME FOR BLIND BABIES, AT SUMMIT, N. J.

Although the International Sunshine Branch for the Blind was organized and separately incorporated and had authority to receive children from all parts of New York State on commitment from public officials, or otherwise, the Sunshine Society itself undertook to establish another home for blind babies at Summit, N. J., notwithstanding the fact that its articles of incorporation or charter did not permit the Society to engage in such work. The department of the blind does not include the work of the International Sunshine Branch for the Blind, and the funds now collected by the International Sunshine Society for its department for the blind are diverted to the New Jersey institution in which children from New York State and other states of the Union are received and for the most part paid for through the receipt of public moneys.

A report of inspection of this institution made by an Inspector of the State Board of Charities on December 11, 1912, showed among other defects the following:

" 1. The dormitories were crowded and were supplemented by space on a porch which was insufficiently protected for winter use.

" 2. Reception quarantine facilities as required by section 313 of the Public Health Law were lacking.

" 3. Section 314 of the Public Health Law which requires written monthly reports of inspection by the attending physician and section 315 which prescribes a standard air space and floor space for the beds in dormitories in homes for children were not complied with.

" 4. Suitable and adequate bathing and lavatory facilities were not provided for the children and the employees.

" 5. The day room for nursery children was too small and also contained beds for employees.

" 6. The interior facilities for extinguishing fires were limited to a supply of fire pails.

" 7. Parts of a wooden partition and a lath and plaster ceiling in the basement were near to smoke pipes and were unprotected.

“ 8. Several mentally defective children were present.

“ 9. The daily period of class work for the children past the kindergarten was only  $1\frac{1}{4}$  hours in length.”

Because of these conditions the State Board of Charities was unable to grant this Home the usual certificate showing compliance with its rules.

#### THE WESTOVER LODGE

In connection with the Bensonhurst Sanitarium, there is also maintained an annex or Rest Home, known as the Westover Lodge. This property was purchased for \$17,550 and the Society has advanced, to help meet current expenses and for its equipment, \$5,161.44, which makes a total cost to the Society of \$22,711.44, which amount does not include the gifts of furniture and supplies contributed by branches of the Society or benevolent individuals, mention of which is made and appeals for which frequently appear in the columns of the Bulletin.

It appears that Mrs. Alden has since the year 1907 made her home in this building, having given up her suite of rooms in the Sanitarium property. The two properties adjoin each other, and an arrangement is made by which the Sanitarium furnishes the meals for the residents of the Westover Lodge, charging therefor \$5 per week, otherwise the two institutions are on a separate financial basis.

#### VALUE OF THE SANITARIUM AND WESTOVER LODGE

The accountant employed by Mrs. Alden submitted to your Committee a statement furnished by an expert appraiser in which the value of the two properties is shown as follows:

Value of land on which both buildings are located. . . .	\$40,000 00
Value of Sanitarium building for sanitarium purposes	40,000 00
Value of Westover Lodge for present purposes. . . . .	10,000 00

Total valuation for present purposes. . . . .	\$90,000 00
Total valuation for other purposes in case of sale.	77,500 00

The larger valuation is more than \$30,000 in excess of the original cost of the property but it is recognized that material im-

provements, including a new solarium, have been made, and on the other hand the land value has increased in this section of the city.

Assuming that the figures submitted are correct, there has therefore been a heavy loss by the Society in this enterprise to say nothing of the loss of the use of money originally invested. This would not need to be considered were the enterprise a charitable one but it has been clearly shown that there is little attempt or intention on the part of the Society to care for, in the sanitarium or the rest home, patients who are poor and needy to the extent that they are unable to pay \$10 per week for such care.

#### ACCOUNTANT AND AUDITORS

Much prominence has been given in the reports published by the International Sunshine Society to the statements by Mr. J. R. Pettis, the accountant employed for a number of years by the Society, and to the certificates issued by auditors of the Society's records. This was apparently for the purpose of establishing confidence in the minds of the public as to the accuracy and completeness of the financial records of the Society. Such prominence appears not to have been warranted by the facts. The explanation given for the excess of credits admittedly given to Mrs. Alden on the books of the International Sunshine Society, thus increasing the credit balance for which she held stock of the Bensonhurst Sanitarium Company as security, and to cover which she was with her own concurrence, voted a participation in the mortgage on the property of such company, was that she knew nothing of bookkeeping and that the accountant was incompetent. While all of this may be true, it is clear that the combination of circumstances would probably have proved to be unfortunate financially for the Society had an investigation by outside interests not been commenced. The testimony of LeBaron M. Huntington, who was advertised to have audited the books of the Society (pages 559, 560) is to the effect that his audits were not such as a certified public accountant would make and that his examination of the books was superficial.

## MR. FRANK BROAKER, CERTIFIED PUBLIC ACCOUNTANT

Notwithstanding the irregularities and the misuse of moneys by the International Sunshine Society and its associated organizations, which have been pointed out in this report, Mrs. Alden has given wide circulation to the following certificate from Mr. Frank Broaker, Certified Public Accountant No. 1, who not only rendered services as an accountant but acted the part of a lay attorney for the Society, at the hearing on the proposed amended certificate of incorporation of the Society held on November 7, 1913:

“ MASONIC TEMPLE BUILDING,  
“ 71 West 23rd St., New York City.  
“ SEPTEMBER 22, 1913.

“ INTERNATIONAL SUNSHINE SOCIETY,  
“ 96 Fifth Avenue, New York City.

“ MRS. CYNTHIA WESTOVER ALDEN, *President-General*.

“ DEAR MADAM.— It has taken some time to make the exhaustive audit and investigation such as you requested, of the affairs of your Society and its various departments for the year ending April 30, 1913, for the reason that every voucher has not only been examined, but the reason for payment and the value received, have been traced.

“ I am pleased to advise you that no irregularities exist and that the affairs of your Society have been conducted in a straightforward, honest manner, without any indications whatsoever of wrongdoing, wastefulness or personal benefit on the part of the officers or employees.

“ As requested, my usual report and certificate will be accompanied by a complete and exhaustive accounting to the most minute details, and I am quite positive that the contributors to the charitable and beneficial purposes of your Society will be gratified to learn the honest efforts made by yourself and others interested personally in promoting the object for which your Society has been incorporated.

“ Faithfully yours,  
(Signed) “ FRANK BROAKER,  
“ *Certified Public Accountant,*  
“ *University of the State of New York.*”

Mr. Broaker, as the testimony taken by this Committee shows, has recently rendered a bill for \$3,753 for services to the Society, and, it is understood, has further charges to make in connection therewith.

**PROMISES MADE BY MRS. ALDEN TO THE COMMITTEE**

Toward the close of the proceedings, Mr. Owen N. Brown, Mr. Littleton's associate, secured from Mrs. Alden, while she was on the witness stand, the following promises, at the same time having it understood that they were made regardless of any question as to the right of the Society to take the action that it had taken in the matters to which reference is made.

1. To use her best endeavors to see that the sum of \$5,000 received from the executors of the Henry Howard Paul Estate is segregated and placed in such shape or condition or security as will be satisfactory to the Executors of the estate, if the present investment is not satisfactory to them (page 500).

2. To separate the management of the Bensonhurst Hospital and Sanitarium from that of the International Sunshine Society and from the Arthur Home for the Blind at Summit, N. J., in any manner satisfactory to this Committee or to the State Board of Charities (pages 594 and 595).

3. To return to the International Sunshine Branch for the Blind any moneys which in the opinion of the Committee were improperly used either through negligence or otherwise (page 777).

4. To undertake to see that the books of the Society, which admittedly were kept in a very unsatisfactory and unbusinesslike manner, will show, without any doubt, the sources from which funds were received; to keep funds segregated, and disbursements charged up to the proper funds, and also to show the appeals that were made for funds by the Society, and generally to keep a set of books that will accord with the views of the State Board of Charities and the Committee (page 775.)

**CHARITABLE DONATIONS IN NATURE OF TRUST FUNDS**

It is the opinion of your Committee that the public and the private moneys given in this State for charitable purposes should be regarded as trust funds of a sacred character. So far, therefore, as the functions devolved upon it by law make it possible, the State Board of Charities has always sought to restrict the control and management of such funds to experienced persons of high character, who will use the moneys efficiently, as well as economically, and strictly for the purposes for which they were

given. Otherwise such moneys will be diverted from their purposes and wasted, and the poor will receive but small benefit therefrom.

#### CONCLUSIONS

In conclusion your Committee finds as follows:

As to the proposed amended certificate of incorporation of the International Sunshine Society:

First. That the business character and financial ability of Mrs. Alden and her associates, in view of the facts hereinbefore set forth, are not such as to warrant the bestowal of additional powers upon them through the approval by the State Board of Charities of the proposed amended articles of incorporation submitted to this Board for that purpose.

Second. That there is no need for the existence of an additional corporation to care for blind babies with an institution located in another State, the powers already conferred upon the "International Sunshine Branch for the Blind," with an institution already existing in this State, being sufficient for that purpose.

Third. That the financial resources of the proposed corporation are insufficient to maintain a second institution for the same purpose without large grants of public money with the expenditure of which such corporation should not be entrusted.

As to the International Sunshine Society and its associated enterprises the Committee finds:

First. That the International Sunshine Society has no legal right to conduct the Bensonhurst Hospital and Sanitarium nor the Home for Blind Babies at Summit, and that all such work should be immediately discontinued.

Second. That large sums of money given for charitable purposes have been improperly used in maintaining the Bensonhurst Hospital and Sanitarium as a losing business venture, which moneys have been used in considerable part without business judgment or discretion, and under circumstances which, to say the least, are peculiar.

Third. That of the sum of \$5,000 paid from the treasury of the separately incorporated "International Sunshine Branch for the Blind," which maintains a home for blind babies at Dyker Heights, Brooklyn, into the maintenance funds of the Benson-



hurst Hospital and Sanitarium, the sum of at least \$2,500 was unlawfully and improperly taken and should be at once restored to the treasury of such corporation.

Fourth. That the management of the funds of the International Sunshine Society and the Branch for the Blind under the direction of Mrs. Alden has been loose and careless and in some cases without warrant of law.

Fifth. That this report together with the testimony taken and the other documents and papers, be referred to the Attorney-General for such action as he may find it possible to take thereupon.

#### NEED FOR FURTHER INQUIRY

The Committee could not be authorized to make an investigation of the accounts of the Society previous to its receipt of public money. In view, however, of the lax administration of the finances of the organization, as shown herein, and its collection of large sums for alleged charitable purposes, it would seem to be desirable for such an investigation and audit to be made covering the entire period of the Society's existence. Under our present laws and the decisions of the courts with respect to them this can be done by a Visitor appointed by the Supreme Court for that purpose. In the opinion of this Committee the organized collection and expenditure of moneys for charitable purposes cannot be too carefully safeguarded.

#### OTHER AFFILIATED ORGANIZATIONS NOT CRITICIZED

In conclusion the Committee calls attention to the fact that this report refers solely to the operations of the International Sunshine Society and to the related institutions specifically named herein. The Committee does not doubt that there are affiliated organizations throughout the country doing good work to which it must be distinctly understood that the criticisms contained in this report do not apply.

WILLIAM R. STEWART,  
*Chairman.*

HERMAN RIDDER,  
J. RICHARD KEVIN,  
HORACE McGUIRE.

New York, June 16, 1914.

*Committee.*



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## **UNIFORM SETTLEMENT LAWS**

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**Paper by Robert W. Hebbard, Secretary of the State Board of Charities of New York, presented to the National Conference of Charities and Correction, Memphis, Tenn., May 11, 1914**

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office; by being bound to and serving an apprenticeship for the learning of some reputable trade; or lastly, by being hired or serving for a year when unmarried or childless, or being a widow or widower with children having legal settlements of their own.

By this act the church wardens and overseers of the parish could remove any newcomer who did not rent a house of the annual value of ten pounds, unless he could give ample security that he would not become chargeable to the parish. The effect of this act was to restrict the poor to their own parishes and to prevent even the industrious and the enterprising from seeking to improve their condition in fresher and better fields for their labor.

In an account of "The Good Old Times" (by Hackwood), we are told that "Among the many abuses to which the system gave rise was the conveyance from place to place, at the public expense, of persons who were not 'rogues and vagabonds,' which became quite a common practice of dishonest constables or other corrupt officials. To circumvent this it was ordered that, before removal, the culprit should be first publicly whipped — a drastic method of ensuring identity."

"A large proportion of the money raised for the relief of the poor was expended in shifting the burden of their relief from one parish to another; a costly staff of functionaries was maintained out of the poor rates simply to operate the Law of Settlement."

"How the Law of Settlement worked was best seen with the eyes of an intelligent foreigner who visited England in 1810. He observed how the poor were repulsed from one parish to another 'like infected persons.' They were sent back, he records, from one end of the kingdom to the other, as criminals formerly in France. You meet on the highroads, I will not say often, but too often, an old man on foot with a little bundle; a helpless widow, pregnant perhaps, and two or three barefooted children following her; they have become paupers in a place where they have not yet acquired a legal right to assistance, and are sent away on that account to their original place of settlement."

Of the operations of the Law of Settlement, Adam Smith said, "To remove a man who has committed no misdemeanor, from the parish where he chooses to reside, is an evident violation of natural

liberty and justice and an oppression to which the people of England, though jealous of their liberty but, like the people of most other countries, never rightly considering in what it consists, have for more than a century together suffered themselves to be exposed without a remedy."

For two hundred years England continued to enforce these harsh provisions of the Law of Settlement, and in the meantime this country copied them into its own statutes.

#### EARLY SETTLEMENT LAWS IN THIS COUNTRY

In early New England, strangers, and especially those who were poor, were looked upon with suspicion. The theory prevailed that the lawful inhabitants of a town were its owners and that strangers had no right to come into the circle. All who were allowed to remain were expected to have a landed interest in the town, either through the direct ownership of property or through an interest in the common lands of the town. The early records of Boston give evidence of this rule, the following from "Warning Out in New England" (by Benton), being an example: "On November 2, 1638, by the local authorities, leave is granted to Richard Rawlings, a plasterer, to buy Peter Johnson, the Dutchman's house and to become an inhabitant of this Towne." Quoting further, "On March 16, 1640, the record of the selectmen is that John Palmer, carpenter, now dwelling here, is to be allowed an Inhabitant, if he can gett an house, or land to sett an house upon (it not being proper to allowe a man an Inhabitant Withou(t) habitation)." This provision of property ownership as applied to settlement still maintains in some parts of New England as will subsequently be shown.

In December, 1652, we learn that "Att a meeting of all the Selectmen, William Gilford, Brikelayer, is admitted a Townsman, Mr. Richard Bellingham ingageth to secure the town from all damag by Receiving of him for one whole yeare." At the same meeting it appears "Mr. Pighogg, a Chururgeon is admitted a Townsman; John Lewis is fyned 5s. for Intertaining of Francis Burges without liberties of the Selectmen; and Good'n Watters is fyned tenn shillings for Intertaining of Roger Sowers without libertie from the selectmen."

In New York the General Poor Law of 1788 contained the following provisions:

“ That if any overseer or overseers of the poor of any city or town shall have reason to believe that any stranger who shall have come to reside in such city or town and who shall not have obtained a legal settlement in such city or town, according to the true intent and meaning of this act, is likely to become chargeable to such city or town, such overseer or overseers of the poor shall and may apply to any two justices of the peace of such city, or of the county in which such town shall lie, and inform them thereof; and the said justices being so or otherwise informed, or seeing such stranger and suspecting him or her to be of insufficient abilities or likely to become a charge to such city or town, are hereby authorized and required to issue their warrant to a constable of such city or town, thereby commanding him to bring such stranger before them, the said justices, at such time and place as they, in their said warrant shall for that purpose appoint, and they, the said justices, shall examine every stranger so brought before them and any other person or persons, whom they may think necessary, upon oath, relating to the abilities and last place of legal settlement of such stranger; and if, upon such examination, the said justices shall find such stranger likely to become a charge to such city or town, they shall order and direct such stranger, by a certain day by them to be prefixed, to remove to the place of his, her or their former settlement, and on neglect or refusal to comply with the said order, the said justices shall issue a warrant, under their hands and seals, directed to any constable of such city or town, (who is hereby required and commanded to execute such warrant) thereby commanding him to convey or transport such stranger to the constable of the next city or town, through which such stranger shall have been suffered to wander and stroll unapprehended, and so from constable to constable, or in such other manner, by the nearest and most convenient route, as the said justices shall think fit to direct, to the place of legal settlement of such stranger, if the same shall be within this state.” \* \* \*

“ That if any person so removed or transported as aforesaid, shall return into this state, or from the place of his or her legal

settlement, to the city or town from whence he or she was so removed or transported as aforesaid, so as to be likely to become a burthen to such city or town aforesaid, such person so returning shall, by warrant from any two justices of the peace of such city, or of such county, in which such town shall lie, be apprehended and re-transported as aforesaid; and shall by every constable into whose charge such person shall come, if the justices so removing him or her, shall think proper and so direct, be whipped, if a man, not exceeding thirty-nine lashes, and if a woman, not exceeding twenty-five lashes, and so as often as he or she shall return, after such transportation."

This harsh enactment continued in force practically unchanged for many years until an amendment was adopted making an exception in the case of the sick. Through gradual changes, indicating the growing humanity of the people, the present Poor Law requires that all persons in need of relief shall be relieved wherever they suffer want, and leaves the question of financial responsibility to be determined by orderly methods thereafter.

These preliminary statements will give some idea of the history and genesis of the laws of settlement as applied to poor relief in this country, as well as of the spirit which gave them birth.

#### PRESENT DAY CONDITIONS

In order to gain a better idea of present day conditions, and to make a definite statement of such conditions in this paper, I recently addressed a letter to the officials of every one of the states requesting information and advice with relation to the laws of settlement in their respective communities as follows:

"Having been requested to prepare a paper on the desirability of uniform settlement laws, which is to be presented at the National Conference of Charities and Correction to be held at Memphis next month, I shall be obliged if you will kindly give me the following information:

- (1) A copy of your Settlement Law.
- (2) A statement of the merits, and the defects, if any, of such law in its practical application.
- (3) Your views with respect to the desirability of uniform

settlement laws, and what such laws should provide in the interests of humanity as well as in those of local economy.

(4) Your observations generally on this subject."

To this communication I have received a number of interesting answers more or less informing, the substance of which I shall endeavor to set forth briefly within the compass of this paper. The geographic divisions used in this compilation are those of the United States Census in its report on Benevolent Institutions (1910).

*The New England States*

(Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut)

*Maine.*— By the revised statutes (1913) settlement is acquired by an adult by five years residence without receiving pauper supplies; by a minor by serving as an apprentice for four years and setting up in trade for one year, being then of age. A married woman has the settlement of her husband, if he has any in the state; if not, her own settlement is not affected by the marriage.

*New Hampshire.*— By the general poor laws any person of the age of twenty-one years who has resided in any town in the state and has paid poll tax for seven years in succession, and any maiden woman of the age of twenty-one years who has resided in any town for seven years in succession and has paid all taxes legally assessed during that time or for four years on real estate, gains a settlement in such town. A married woman has the settlement of her husband if he has any in the state; otherwise her settlement at the time of her marriage continues. The county authorities provide for poor persons not chargeable to any town in the state.

*Vermont.*— By the provisions of the general laws with relation to the poor a self-supporting residence of three years in a town is required to entitle a person to relief by such town. Married women have the settlement of their husbands. The expense of caring for non-resident persons is a charge upon the state. Paupers coming from without the state with the intent of becoming chargeable to any town are liable to imprisonment and fine. Persons bringing paupers from without the state with the intent

of making them chargeable are also liable to fine and imprisonment besides being liable to the town for the cost of maintaining such poor persons.

*Massachusetts.*—By chapter 669 of the Acts of 1911, settlement is acquired by any man or woman, through a residence for five consecutive years in any city or town in the state. A married woman has the settlement of her husband if he has acquired one; otherwise she shall retain her own if she had any at the time of her marriage. Legitimate children have the settlement of their father if he has any, or of their mother if he has not. Illegitimate children have the settlement of their mother if she has any within the state. Generally speaking, settlement is lost by an absence for five consecutive years.

*Rhode Island.*—By chapter 92 of Title XII of the General Laws, settlement is gained by persons of twenty-one years of age having an estate of inheritance or freehold where they dwell or have their home, of the yearly income of twenty dollars over and above the interest of any mortgage which shall be thereon and taking the rents and profits thereof for three years successively, whether they live thereupon or not. Settlement is also gained by persons of twenty-one years of age having real estate which shall be of the value of \$200 over and above any incumbrance and being assessed for the same in the state and town taxes and actually paying the same for five years successively in the town where they dwell and have their homes. Married women have the settlements of their husbands if any. Where the husband had no settlement of his own the wife retains her settlement at the time of marriage in which case the husband shall have the settlement of his wife. Legitimate children under twenty-one have and retain the settlement of their father if he has any, but if he had no settlement in this country, they have the settlement of their mother. Illegitimate children born in the state have the settlement of their mother at the time of their birth. Minors serving apprenticeship for three years who set up in the trade within three years thereafter, being then twenty-one, and carry on the trade for five years gain a settlement thereby. Settlements once gained continue until a new settlement is gained whereupon all former settlements are lost. Those bringing paupers to towns where they

are not lawfully settled are liable to a fine, and poor persons may be removed by the constables upon order of town councils to the places where such poor persons were last legally settled. Any one wilfully harboring a person who has been removed but returns is liable to a fine of fifty dollars.

*Connecticut.*—By chapter 148 of the general statutes, no foreigner can gain a settlement in any town unless admitted by a vote of its inhabitants, or by consent of its justices of the peace and selectmen. The inhabitants of other states may acquire settlement in the same manner after a year's residence, or by a year's residence and the ownership of property in the state of the value of \$334. The inhabitants of other towns must likewise be admitted by vote, or by four years of continuous and self-supporting residence. Nonresidents who become dependent may be removed to their places of settlement in the state by the constables on orders of the justices of the peace. Those from other states who become dependent during the first year of their residence are to be removed in like manner to the places whence they came.

### *The Middle Atlantic States*

(New York, New Jersey, Pennsylvania)

*New York.*—In New York State settlement is, generally speaking, gained by a year's residence and lost by a year's absence. There is no property requirement. Settlement of wife and minor children, if any, follows that of the husband and father. A minor may be emancipated from his or her father or mother and gain a separate settlement:

1. If a male, by being married and residing one year separately from the family of his father or mother.

2. If a female, by being married and having lived with her husband; in which case the husband's settlement shall be deemed that of the wife.

3. By being bound as an apprentice and serving one year by virtue of such indentures.

4. By being hired and actually serving one year for wages, to be paid such minor.

Settlement cannot be gained while any member of the family



is receiving relief from some other community. It is unlawful to ship poor persons from one place to another within the state, with the intent of making them burdens upon the community to which they are sent. Notice must be given as prescribed by the general Poor Law to the poor-law officer of the locality which is chargeable, of relief given to nonresident poor persons, and they must be required to grant them relief.

The State Board of Charities is authorized to deport public dependents who belong in other states or countries.

*New Jersey.*—Under the general Poor Law, to obtain a settlement a person must reside in one municipality for five years without being a recipient of public or private charity. If he has not lived for five years in one borough, county, town or city he has no settlement. Overseers of the poor are required to send applicants for relief to the places either in or out of the state where they have legal settlement. Those who remove poor persons from one place to another without lawful authority so to do, with the intent of making them chargeable upon the place to which they are removed, are liable to fine and imprisonment.

*Pennsylvania.*—By the statutes of this state one who moves into a Poor Law district from another state with a *bona fide* intention of becoming an inhabitant of the state and resides there for a year acquires a legal settlement.

### *The East-North Central States*

(Ohio, Indiana, Illinois, Michigan, Wisconsin)

*Ohio.*—By section 3477 of the general statute with relation to the poor, legal settlement is acquired by a continuous residence of one year without poor relief. An indentured servant or apprentice legally brought into the state requires a settlement in his place of service if he has served his master or mistress for one year continuously. The wife or widow of a person legally settled in any place shall also be considered as having a legal settlement therein. If she has not obtained a legal settlement in the state she shall be deemed legally settled in the place where her last legal settlement was previous to her marriage. Under the mothers' pension act a residence of two years is required. The

special blind relief law, for obvious reasons, requires a legal residence in the state prior to the time that blindness occurred.

*Indiana.*— Every male person and every unmarried woman over the age of twenty-one years may gain a settlement through a year's continuous residence. Minors and married women also gain a settlement by a year's residence. Minors bound as apprentices gain a settlement immediately as the result of such binding. A married woman has the settlement of her husband if he has any within the state; otherwise she retains her own settlement.

Legitimate children have the settlement of their father, but if he has no settlement that of their mother if any. Illegitimate children have the settlement of their mother if she had one in the state at the time of their birth.

Settlements are lost or defeated by a year's absence. Non-resident poor persons may be removed by the overseers of the poor to their places of legal residence within the state.

*Illinois.*— Settlement is acquired by a year's continuous residence. A poor person not legally settled in the place where he is in need is chargeable to the town or county in which he last resided for the requisite length of time and may be removed thereto. Any person who knowingly brings or leaves in any county of the state a pauper not legally settled therein is liable to a fine. Non-residents may be given temporary relief, the expense of which may be recovered from relatives or from the county in which he had a legal residence.

*Michigan.*— By the revised statutes of 1907 settlement is acquired by an adult by one year's residence in any township. A minor may be emancipated from his or her father, and may gain a settlement:

First. If a female, by being married and living one year with her husband, in which case the husband's settlement shall determine that of the wife;

Second. If a male, by being married and residing separately from the family of his father;

Third. By being bound as an apprentice, and serving one year;

Fourth. By being hired and actually serving for one year for wages to be paid such minor.

A woman of full age by marrying shall acquire the settlement

of her husband, if he have any; and until a poor person shall have gained a settlement in his own right, his settlement shall be deemed that of his father or mother; but no child born in any place used and occupied as a residence for the poor of the township, city or county shall gain any settlement merely by reason of the place of such birth; nor shall any child, born while the mother is a county pauper, gain any settlement by reason of the place of its birth; and no residence of any person as a pauper, in the county poorhouse, or place provided for the support of the poor in any township, while supported at the expense of any township or county, shall operate to give such pauper a settlement in the township where such actual residence may be had.

No person shall be removed as a pauper from any city or township to any other city or township of the same or any other county, nor from any county to any other county, but every poor person shall be supported in the township, city or county where he may be, as follows:

First. If he has gained a settlement in any township or city in such county he shall be maintained by such township or city;

Second. If he has not gained a settlement in the county in which he shall become poor, sick or infirm he shall be supported by the superintendent of the poor at the expense of the county;

Third. If such person be in a county where the distinction between township and county poor is abolished, he shall be supported at the expense of the county;

Fourth. If such pauper shall be in a county where the respective townships are liable to support their poor and has gained a settlement in some other township or city of the same county than that in which he may then be, he shall be supported by the township or county where he may be and the supervisor shall give notice in writing to the poor-law authorities of the township or city where such pauper shall belong requiring them to provide for the relief of such pauper.

*Wisconsin.*— By section 1500 of the statutes of 1913 every person of full age who shall have resided in any town in the state one whole year shall thereby gain a settlement in such town, provided he has not been supported as a pauper therein. The settlement of a married woman follows that of her husband, if he has one;

otherwise she retains the settlement she had at the time of her marriage. In the event of the removal of the wife to her own place of settlement, and her husband shall want relief, he is to receive it in the place of his wife's settlement. Illegitimate children have the settlement of their mother at the time of their birth if she then had any within the state; but neither legitimate nor illegitimate children shall gain a settlement by birth in the place where they were born unless their parent or parents have a settlement therein at the time.

Every minor whose parent, and every married woman whose husband has no settlement in the state, gain a settlement by a whole year's residence. Every minor bound as an apprentice immediately gains a settlement where his or her master or mistress has a settlement. Settlement is lost by a year's continuous absence.

*The West-North Central States*

(Minnesota, Iowa, Missouri, North Dakota, South Dakota, Nebraska, Kansas)

*Minnesota.*—No information received.

*Iowa.*—This State, I am informed by the chairman of the Board of Control of State Institutions, has no settlement law.

*Missouri.*—By section 1317b of the Laws of 1913, it is provided that questions arising between counties as to settlement shall be referred to the State Board of Charities and Corrections for adjudication. The decisions of the board are, however, subject to review by the Circuit Court in whose jurisdiction the case arises.

Section 1335 provides that to be deemed an inhabitant, a person must have resided in the county for a period of twelve months immediately preceding the date of an order for relief.

*North Dakota.*—The secretary of the Board of Control of State Institutions states that they have no settlement laws in the State of North Dakota; also that the cities and villages are all small, comparatively speaking, and there is practically no poverty.

*South Dakota.*—Legal settlement is gained by a residence of ninety days and lost by an absence of ninety days. A married woman has the settlement of her husband if he have any; otherwise she retains her own settlement at time of marriage. In the

event of the wife's removal to her own place of settlement and her husband shall need relief, he is to receive it in the place of his wife's settlement. Legitimate children have the settlement of the father until they gain a settlement of their own, but if he have none, they follow the settlement of the mother. Illegitimate children have the settlement of the mother. Every minor bound as an apprentice has the settlement of his master or mistress.

*Nebraska.*—The Deputy Secretary of State writes that they have no settlement law in that state.

*Kansas.*—The law of this state requires but six months to gain a settlement.

#### *The South Atlantic States*

(Delaware, Maryland, District of Columbia, Virginia, West Virginia, North Carolina, South Carolina, Georgia, Florida)

*Delaware.*—By chapter 48 of the Revised Code of 1893, the birthplace of a person is the place of his legal settlement, and also the place of settlement of his wife, widow or minor children. Settlement in a county may be gained by holding public office therein for a year; by paying poor taxes therein for two consecutive years; by occupying and paying rent for premises therein of the yearly value of fifty dollars for one year; by becoming seized of a freehold estate in any real property therein of the value of \$100 and dwelling upon the same for one year; by serving one year therein as a lawful apprentice or servant; by any immigrant, or person imported from a foreign country, serving, under a lawful indenture, as an apprentice or servant, for sixty days therein. The relinquishment of a prior settlement follows the gaining of a legal settlement.

*Maryland.*—By the secretary of the Board of State Aid and Charities, I am informed that Maryland has no general settlement law.

*District of Columbia.*—The secretary of the Board of Charities writes that there is no settlement law in the District. In the District of Columbia there is but one political unit and hence no question can arise between towns and counties as there could in the case of a state.

*Virginia.*— Legal settlement is acquired by one year's residence, but no one shall be deemed to have such settlement if he has migrated into the state within three years, unless at the time of so migrating he was able to maintain himself. Dependent persons may be removed to their places of legal settlement on complaint of the overseer by order of the justice of the county or town. All persons who unlawfully return to a place whence they have been lawfully removed are deemed to be vagrants and may be punished for a misdemeanor, or required to give bonds.

*West Virginia.*— Legal settlement in this State, as in Virginia, is acquired by a person upon one year's continuous residence, but not if he has migrated into the state within three years unless at the time of so migrating he was able to maintain himself. A nonresident likely to become chargeable may, on complaint of the overseer and by order of the justice, be removed to the county where he was legally settled, or to another state whence he migrated if he has no legal settlement in West Virginia. One who brings an indigent person into the state with the intent of making such person a public charge is liable to a fine of \$100 for such offense.

*North Carolina.*— Legal settlement is acquired by one year's continuous residence in any county. A married woman has the settlement of her husband if he have any; otherwise she retains her own at marriage; and legitimate children that of their father until they gain a settlement of their own, but if he have none they have the settlement of their mother if any. Illegitimate children have the settlement of their mother at the time of their birth if she then have any in the state. But neither legitimate nor illegitimate children gain a settlement by birth in the county in which they may be born if neither of their parents had any settlement therein. Legal settlement continues until it is lost or defeated by acquiring a new one within or without the State. A nonresident likely to become chargeable may be removed to the county of his last legal settlement.

*South Carolina.*— No information received.

*Georgia.*— No information received.

*Florida.*— No information received.

*The East-South Central States*

(Kentucky, Tennessee, Alabama, Mississippi)

*Kentucky.*— No information received.

*Tennessee.*— By the secretary to the Governor of Tennessee I am advised that that state has no settlement laws.

*Alabama.*— By the Secretary of State I am informed that Alabama has no State Board of Charities and that desired information cannot be furnished.

*Mississippi.*— In this state a pauper is entitled to relief by the county provided he has been a *bona fide* resident thereof for six months prior to his application for support; and the settlement of the parent or parents shall entitle the children to a settlement.

*The West-South Central States*

(Arkansas, Louisiana, Oklahoma, Texas)

*Arkansas.*— No information received.

*Louisiana.*— This state has, I am informed by the superintendent of the Charity Organization Society, who answered the letter which I addressed to the secretary of the State Board of Charities and Correction, no settlement law.

*Oklahoma.*— No information received.

*Texas.*— No settlement law.

*The Mountain States*

(Montana, Idaho, Wyoming, Colorado, New Mexico, Arizona, Utah, Nevada)

*Montana.*— This state, it appears, has no settlement law.

*Idaho.*— This state, I am informed from the office of the Secretary of State, has no settlement law.

*Wyoming.*— In answer to my communication the clerk of the State Board of Charities and Reform says: "We are unable to furnish you any literature on the subject mentioned by you."

*Colorado.*— The secretary of the State Board of Charities and Corrections writes that they have at present no settlement laws but the subject is being investigated in order to determine the necessity for legislation.



*New Mexico.*—This state, I am informed by the Assistant Commissioner of Public Lands, has no settlement law.

*Arizona.*—The secretary of the Board of Control writes that there is no settlement law in the state, although one seems to be greatly needed owing to the influx of dependent persons suffering from tuberculosis and of insane persons from Mexico, as well as from other states of this country.

*Utah.*—No definite information received with relation to the manner of gaining a legal settlement. Subdivision 40 of section 511 of the Laws of 1907, provides, however, that relief shall be furnished to all indigent, sick, or otherwise dependent poor persons who have lawfully settled in any part of a county including the territory or portion thereof lying within the limits of any incorporated city or town situated in said county.

*Nevada.*—There is no settlement law in Nevada, as I am informed by the Secretary of State, who states that the question has never been taken up by the Legislature because conditions have not required it, and adds, "There are no congested districts in this State, there being about ten square miles for each inhabitant."

### *The Pacific States*

(Washington, Oregon, California)

*Washington.*—A year's residence is required of persons born in other states for legal residence in this state. Besides furnishing this information the chairman of the State Board of Control writes: "In the matter of applying this law to undesirable citizens, on account of their becoming dependents, the State of Washington has pursued a very liberal policy. As a rule, people who come into this State come with the intention of making homes, and at present we have no laws for deportation of residents of other states becoming dependent in this state."

*Oregon.*—In the state of Oregon when application is made to the County Court of any county for relief, it shall be necessary for said county to require of applicant satisfactory evidence that he or she has been a resident of the county three months preceding the day upon which request for relief was made and it shall be the duty of the court to provide such assistance as may be deemed



necessary, the expense to be paid out of the treasury of the county of which such pauper is a resident.

*California.*—In this state a pauper or an incapacitated person to be entitled to relief in any county or city must have resided there for three months immediately preceding the application. The residence of the father during his life and, after his death, the residence of the mother while she remains unmarried becomes the residence of the unmarried minor child. The residence of the husband becomes the residence of the wife. A poor person resident in some other county or city may be removed and the expense for his care be paid by the city or county in which he has legal residence. A poor or indigent person who has not been a legal resident of the state for at least one year and who has been declared insane may be returned to the county or state to which he belongs at the expense of the state. Dependent children are entitled to state aid only when the parents are known to be or to have been citizens.

#### RECAPITULATION OF THE LAWS OF SETTLEMENT

It will thus be seen that throughout a large part of this country there are reasonable laws of settlement, while in some of the other parts there are no settlement laws at all. Except in Connecticut, Rhode Island and Delaware, the three smallest states, the ownership of property is not a basis for settlement. In Connecticut the ancient custom of admitting by vote of the selectmen is continued as one of the methods of gaining settlement. In Rhode Island, Connecticut, Delaware, Virginia and West Virginia poor persons may still be removed by the constables through one county after another to their places of legal settlement. A comparison of the provisions of the English law of Charles II with those of the present Delaware statute shows a marked similarity in most of such provisions.

In New Hampshire it takes seven years residence to gain a settlement, in Maine, Massachusetts and New Jersey five years, in Vermont three years, in New York, Pennsylvania, Ohio, Indiana, Illinois, Wisconsin, Virginia, West Virginia, North Carolina and Washington one year, in Kansas six months, in California and Oregon three months, while in South Dakota ninety days residence is all that is necessary to acquire a settlement.

As a matter of fact, however, there is reason to believe that the settlement laws, as between the different states at least, and even locally, are for the most part enforced with reason and not in such a manner generally as to afford any real ground for complaint. This is almost sure to be the case where the poor-law official, whether of high or low degree, is both experienced and humane.

It thus appears that except in New England and New Jersey residence or settlement for relief purposes is usually gained by a year's residence and lost by a year's absence. This seems to be reasonable. Residents in a community, who do not own property, by their expenditures and otherwise frequently contribute as much to the prosperity of a community as those who are taxpayers. Sometimes they contribute even more. In this connection it is to be remembered that population rather than real estate is a chief contributing cause to the prosperity of any settled community.

As a rule the secretaries of state boards having supervision of poor relief in the several states favor simple and reasonable requirements for settlement purposes. Even in a state like New York, where the requirements for settlement are relatively simple, there is considerable litigation as well as a volume of decisions more or less confusing. How much worse must it be in those states where the settlement laws are complex and confusing?

Then the execution should be reasonable. Persons who come to the community with an honest intent, and who may require emergent aid, especially in hospitals should not be on that account regarded as paupers subject to deportation and annoyance.

In our state there are those who apparently have the idea that nonresident poor persons requiring relief should be deported immediately to the state or country whence they came. But the State Board of Charities is not in sympathy with this idea. It believes that anyone who comes to the state with the honest intention of establishing himself independently there should have as fair and reasonable a chance as our own citizens. It makes no difference whether these nonresidents come from over seas or from other parts of this country. If, however, they come with the intention of becoming dependents, or are likely to be such for a long period through causes arising previous to their arrival, the case

is different. Some curious reports made recently by investigators for a committee of the Board of Estimate and Apportionment in New York City found fault with the indoor relief giving departments there for granting help so readily to nonresident dependents, and likewise with the State Board of Charities for not sending more of them back to their homes in other states. These investigators evidently thought it would be a good plan to add to the notice that hospital care would be given freely to all comers, the further attraction that as soon as the treatment was over all such visitors would be returned free of charge to their homes no matter how far distant by the State Board of Charities. But the Board thought differently. The granting or withholding of relief by local authorities as well as the deportation of nonresident persons are matters calling for the exercise of a sane humanity. A city of manifold attractions like New York, to which visitors spending many thousands of dollars come daily, can hardly expect to be free from the visitation of that less desirable element of unfortunate humanity which occasionally looks to the city for assistance.

So then to sum up the whole matter for the purpose of discussion, I conclude that it is desirable to have uniform settlement laws throughout the entire country, such laws to be executed by the various states in a spirit of humanity and with a due regard to the rights of the other states. It seems to me that a year's residence in a new community, without the necessity of more than emergency relief, should be sufficient to entitle an adult, the head of a family or otherwise, who was not a pauper at the time of arrival, to a settlement for relief purposes in such community, without any requirement as to the holding of property, that he be voted in by the selectmen, or anything of that nature. This would help to insure a better market for labor and would give to those who may have been unfortunate in one field the right to commence rehabilitation in another without danger of removal because of some temporary misfortune which might happen to anyone. In the long run, under a wise system of charitable administration, one that lent no encouragement to the pauper spirit, the

added cost of a policy of this nature is likely to be a negligible quantity.

Furthermore, inasmuch as it is evident that no state can legislate with regard to any matter within the jurisdiction of another state, I am wondering purely for the purposes of discussion whether or not the whole question of the removal of nonresident poor to places of settlement outside the state should be made a function of the national government, leaving to the state authorities the settlement of questions of this nature which arise between the various localities within the state itself.

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**“ THE FEEBLE-MINDED, WITH SPECIAL REFERENCE  
TO BORDER-LINE CASES ”**

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**Address presented at the Fifteenth New York State Conference  
of Charities and Correction, held at Utica, N. Y., November  
17th to 19th, 1914, by Robert W. Hebberd, Secretary of the  
State Board of Charities.**

Epileptics," a very large majority of whom are feeble-minded, and of "Letchworth Village", was largely due to the Board's efforts. As is well known, both of these institutions were named in honor of former Presidents of the Board. This year the Board recommended that the Legislature appropriate the following sums for extending the facilities of the State institutions for the care of the feeble-minded: Syracuse, \$11,000; Newark, \$195,000; Rome, \$157,000; Thiells, \$657,000; making a total of \$1,020,000.

The plea of "economy", however, strongly urged in a year when a Governor and other State officers were to be chosen, proved more effective than all the arguments that were made for the extension of the facilities of the institutions. The sums granted by the Legislature and the Governor were as follows: Syracuse, nothing; Newark, \$1,000; Rome, \$150,000; Thiells, \$500; making a total of \$151,500, a sum less than one-sixth of that recommended by the Board.

Meanwhile the need continues to grow and it does not seem feasible ever to meet it adequately through the ordinary annual budgetary appropriations. The only possible method of doing so appears to be through a bond issue that will provide the means to bring the facilities of the institutions up to date. When that is done, it is possible that the appropriations in the annual budget may, thereafter, be sufficient. As President Stewart of the Board recently pointed out in a letter to the Governor:

"Unless bonds are issued, there appears to be no practicable way of raising the necessary money. The real question is whether the unfortunate wards of the State, including many feeble-minded persons of both sexes, are to be cared for suitably and promptly, or are to be continually neglected by the State. Neglect of the feeble-minded will alone probably cost the State more than the entire cost of the bond issue proposed. There seems also to be much confusion in the public mind as to the actual cost to the State of a bond issue such as has been proposed. If the State actually had the money in bank and used it for construction purposes, it would lose the interest on the moneys. Therefore, the only additional cost of a bond issue will be the interest difference be-

tween the earning value of the money to the State and what it costs to raise it on a bond issue. This fact seems to be lost to sight in the partisan consideration of the subject. As the great business corporations, and the local subdivisions of the State, raise moneys for the extension of their facilities through the issue of bonds, there is no good reason why the State itself should not in the same way raise money for these urgently required improvements, particularly as the needs cannot be adequately met in any other way. When the State voted bond issues for canal and highway purposes there was, so far as I can recall, no such criticism of the cost. It has been reserved for the comprehensive effort now being made to provide for the reception and proper housing of the unfortunate wards of the State. Realizing, because of its long familiarity with the subject," President Stewart concludes, "the great and increasing necessity which now exists for additional provision for the care of the feeble-minded, and other classes of the State's wards, the State Board of Charities has for years, and in several of its annual reports to the Legislature, including the last, recommended that bonds be issued for this purpose."

If moneys should thus be voted by the people, the needs of the institutions would not continue to be the annual football game of party politics, as they have been in the past. The goal for them would have been won and they would thereby be removed from the dangers incident to their presence in this annual partisan arena. This would certainly be a great gain.

#### THE STATE COMMISSION TO INVESTIGATE PROVISION FOR THE MENTALLY DEFICIENT

As a matter of fact I had absolutely nothing to do with the legislation of this year which established the State Commission to Investigate Provision for the Mentally Deficient. It was a great surprise to me when the Governor appointed me to the position of Chairman of the Commission. An examination of the statute shows very clearly that the duties imposed upon the Commission are of an exceedingly simple and business-like character.

They are not in themselves "scientific" in their nature, although the Commission may recommend the adoption of more scientific ways of dealing with the question of feeble-mindedness in this State. Had the duties of the Commission been of a scientific character, I would not have had the temerity to accept the responsibility of the office, as I lay no claim to scientific attainments, neither in this nor in any other direction.

The title of the act also shows clearly the nature of the work assigned to the Commission. Therein it is clearly stated to be a "Commission to Investigate Provision for the Mentally Deficient." The act provides that it shall be the duty of the Commission to investigate the subject of the public provision for the care, custody, treatment and training of the mentally deficient, including epileptics. The Commission is authorized to issue subpoenas for and to compel the attendance of witnesses and the production of books, papers and other evidence, to administer oaths, and to examine witnesses and papers respecting all matters pertaining to these subjects. It may appoint sub-committees to make inquiry into one or more of the subjects and such sub-committees shall have the same powers of examination as the Commission itself.

The Commission is further authorized to examine and investigate methods and institutions and the results of similar investigations in other states and to visit and conduct hearings for that purpose therein.

So that, speaking generally, it may be assumed that it is the Commission's duty to ascertain as closely as possible the number of the feeble-minded in the State who require care and training, the nature of the present facilities and methods of care and training and how they should be improved and extended. As by the terms of the act the Commission must make a "full and final report" to the Legislature by February 15, 1915, it will be seen at a glance that it could not hope to do anything more than is required by the plain terms of the statute.

#### WORK OF THE BUREAU OF ANALYSIS AND INVESTIGATION

Fortunately for the work of the Commission the State Board of Charities, some three years ago, established a "Bureau of



Analysis and Investigation " to study the question of the feeble-minded, particularly in this State, and this Bureau has been able to assist the Commission by giving it the benefit of the services of several experienced workers in this field, all of whom had passed a critical civil service examination, calling in some considerable part for a knowledge of this particular subject.

These workers recently concluded a survey of the entire State outside of the city of New York, which while not "intensive" in its nature, showed nearly nine thousand mentally deficient persons unsuitably cared for in almshouses or in their own homes. A survey of New York City is now being taken and will, doubtless, show a census fully as great in number. This information was not, of course, obtained by a house to house canvass, which, as a little reflection will show, would not have been at all practicable with the time and money at command, but was obtained by getting from poor-law officers, private charity workers, school teachers, and others, the names and addresses of those known to them as clearly feeble-minded. For the purpose of argument it may be assumed that there were many border-line cases, so called, omitted from the count because they have not been clearly recognized as feeble-minded. As a matter of fact it is frequently more by accident or by the development of some acute situation, that such cases are discovered at all. The machinery for measuring and observing them, and thereby coming to a just conclusion in individual cases, is largely lacking in this State as it is elsewhere. This is particularly so outside of the city of New York. In New York City, in very recent years, this defect in method has been recognized and to some considerable extent remedied, by the establishment of the "Clearing House for Mental Defectives", largely through the unquenchable enthusiasm of Dr. Max G. Schlapp, a member of the State Commission to Investigate Provision for the Mentally Deficient, and by the organization of a number of clinics for this purpose. The "Clearing House" was officially established in connection with the Department of Public Charities by my successor, Commissioner Drummond, in January, 1913. More than 5,000 cases have already passed through its doors.

## THE BORDER-LINE CASE

What is known as the border-line case must always be a perplexing individual problem. How many feeble-minded there are in the moron class we have no present means of knowing. We have, as I have said, no State-wide machinery for measuring their mentality and no ordinary census will answer. But we can readily believe that there must be many thousands of them at liberty, as well as in the reformatories, prisons and jails.

Then above this class there are thousands of others who cannot possibly be counted. They can be dealt with only when they bring themselves in one way or another within the scope of the law. That few persons are entirely perfect we may learn from a study of the Scriptures, which say (Ecclesiastes 7, 28) "One man among a thousand have I found; but a woman among all those have I not found." But there have been a few changes since then.

## THE TREATMENT OF THE BORDER-LINE CASE

Unlike the cases of the idiot and the imbecile, border-line cases cannot be treated practically *en masse*. Every effort should be made to eliminate children from the list of the feeble-minded. The doubtful cases should have every possible advantage of training, and of medical and surgical treatment, if necessary, to overcome what may prove to be mere backwardness or retardation and only after they have had a fair chance with negative results, should they be regarded as actually feeble-minded. Even then the cases in the highest grades are often entitled to the "test of liberty", as it has been called, before any attempt is made to segregate them in custodial asylums. The determining factor must in many instances, be the temperament rather than the mental alacrity of the mentally deficient who are of high grade. Can they live in a calm and orderly manner and manage to get along in life? Or, on the other hand, are they nervous and excitable and unable to fit themselves or be fitted to their environment? Dr. Gertrude E. Hall, who is at the head of the "Bureau of Analysis and Investigation" of the State Board of Charities, makes this interesting observation on the subject:

“Evenness of disposition is more important for success in many lines of business than a high degree of mentality. Many men with nine year mentalities earn their living and are respectable citizens. Telephone switchboard girls with ten year mentalities are often highly satisfactory, provided they are patient and even tempered. Hotel waitresses are found when tested, to fall largely in the moron class, and yet many of them are expert in their line of business. Nervous instability is more important to estimate in troublesome border-line cases than the precise degree of intellectual power. The tests at present used give relatively too much attention to the latter and provide too little information concerning the former.”

But you may say that this is commonly a test for persons supposed to be normal minded and so it is. In many respects the test must be the same. How do they manage when at liberty? In the case of the feeble-minded, however, there is a difference. It matters not whether the feeble-minded retain the characteristics of a simian ancestry, as some authorities assert, or are the victims of the deficient secretion of various glands, as others contend; they have in very many cases, whatever the cause of their enfeebled mentality, the power of transmitting their mental defect to succeeding generations. It is important, therefore, to determine the family history in every suspected case and if it is found that the feeble-minded is of the clearly inherited and transmissible type, then, wherever possible, the feeble-minded person, if either dependent or delinquent, should be segregated by the State for its own welfare, as well as for the safety of the individual under consideration.

There can be no doubt, I take it, but that, for sex reasons, in the case of the feeble-minded at least, “The female of the species is more deadly than the male”, and that the younger woman should be among the first for whose care provision should be made. With her, it is sad to say, the question of race suicide is eliminated, and the words of the Psalmist (116, 6), “The Lord preserveth the simple”, are exemplified. At the same time there are many

poor families absolutely unable to care for idiot or imbecile children of either sex and their condition and needs should not for a moment be lost to sight.

As I said to this Conference, upon another occasion, there are so many of the high grade feeble-minded that they cannot all be segregated. They must be educated and trained in the public schools, if they are to be educated or trained at all. This education should, however, be much more largely along industrial lines than is the case at present. Less scholastic and more vocational training should be aimed at in dealing with the moron class. But this does not mean that those who are clearly idiotic or imbecile should be educated and trained in the public school. Those who are in these two classes should, as a rule, have humane custodial care as soon as possible. Most of them can be made useful and happy in the institutions, while they are usually useless and unhappy when they are at liberty. The higher grade imbecile woman, when at liberty, constitutes a particularly dangerous menace to the well-being of society.

Briefly to sum up the subject: We need to improve our system of mental measurement in a practical way. We must extend and improve our facilities for the care of the mentally deficient who are dependent. They should be removed from the almshouses and from families unable to care for them properly. We should have entirely separate institutions for the mentally defective delinquents, who can then be removed from the prisons and reformatories. There is no more reason why the mentally defective dependent should be maintained with the mentally deficient delinquent than there is for keeping the normal minded dependent and the normal minded delinquent together. There is rather less reason if anything for keeping the mentally deficient of these two classes together because, owing to lack of balance, they are much more susceptible to evil suggestion than are those of normal mind. They do not hear imaginary "voices", as do the insane, but constantly they hear the actual voices of evil companions of stronger minds, urging them to deeds of crime against person and property.

The institutions for the dependent feeble-minded should be made inviting so that the poor will wish to place their children

there. This should insure a larger measure of segregation than will be the case if legal commitment is insisted upon. Our magistrates are inclined to be very conservative in dealing with this class whose commitment is urged upon them. They are apt to overlook the eugenics of the situation and, in the case of the moron, to assert that the individual under consideration seems to be bright enough so far as they can see. In dealing with this class they exemplify Kipling's statement about the male sex generally:

“ Man, a bear in most relations, worm and savage otherwise,

Man propounds negotiations, man accepts the compromise;  
Very rarely will he squarely push the logic of a fact  
To its ultimate conclusion in unmitigated act.”

Those who are interested in a study of the vagaries of the feeble-minded who manage for a time to return to the outside world should read “The Career of a Moral Imbecile”, “The Story of Albertus”, “The Criminal Irresponsible”, and other interesting studies by Martin W. Barr, M. D., Chief Physician of the Pennsylvania Training School for Feeble-minded Children at Elwyn. These help to show clearly the necessity for a much more careful segregation of the several classes of the feeble-minded, so that those of criminal tendencies will be deprived of the opportunity of influencing for evil the lives of other mental defectives who might, perhaps, under proper supervision, be able to live in an honest and more or less useful manner.

Whenever the State can unloose the shackles of “Economy” which for several years past have been binding so tightly, it is possible that the work of the State Industrial Farm Colony for Tramps and Vagrants will be started. The site for this Colony was purchased several years ago, but nothing has been done to develop it. There can be no doubt but that a great many of the older feeble-minded should find their way into this institution where, possibly, through some slight amendment to the law, they could be kept as long as they lived. The new State Farm for Women at Valatie has already commenced to receive women inmates. As its census enlarges, a considerable percentage of the

inmates will no doubt be found to belong to the mentally deficient class. It should be made possible for them, too, to remain as long as they live, within the sheltering walls of the institution.

If we are ever to meet the needs of the situation in a practical and logical way we must make much greater progress in the future than we have made in the past. It must be counted a great gain to have conferences such as this to spread the light and thereby to influence public opinion in the right direction.

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STATE OF NEW YORK

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# Salary Classification Commission

(Chapter 56 of the Consolidated Laws.)

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**WILLIAM R. STEWART, President State Board of Charities**  
**Chairman**

**EUGENE M. TRAVIS, State Comptroller**

**WILLIAM A. MALLERY, JR., Fiscal Supervisor of State**  
**Charities**

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*Secretary,* **ROBERT W. HILL, The Capitol, Albany, N. Y.**

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**SCHEDULE**  
**OF**  
**SALARIES AND WAGES**

**AND THE ALLOWANCES FOR MAINTENANCE, VACATION AND LAUNDRY  
IN THE STATE CHARITABLE AND REFORMATORY INSTITUTIONS WHICH  
REPORT TO THE FISCAL SUPERVISOR; APPROVED BY THE STATE COMP-  
TROLLER, THE PRESIDENT OF THE STATE BOARD OF CHARITIES AND  
THE FISCAL SUPERVISOR OF STATE CHARITIES IN ACCORDANCE WITH  
THE REQUIREMENTS OF SECTION 17 OF CHAPTER 58 OF THE CONSOLI-  
DATED LAWS, AS AMENDED BY CHAPTER 215 OF THE LAWS OF 1914;  
INCLUDING ALL CHANGES TO JULY 31, 1915.**

## **STATE OF NEW YORK.**

### **SALARY CLASSIFICATION COMMISSION**

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The Salary Classification Commission was established by chapter 239 of the Laws of 1903, which became a law April 24, 1903, and amended chapter 413 of the Laws of 1897, known as the State Finance Law, and was continued by chapter 58 of the Laws of 1909, constituting chapter 56 of the Consolidated Laws, of which it became section 17. This section was amended by chapter 215 of the Laws of 1914 which added the Fiscal Supervisor of State Charities to the membership of the Commission which had previously consisted of the State Comptroller and the President of the State Board of Charities. By this statute, as amended, it is the duty of the State Comptroller, the President of the State Board of Charities and the Fiscal Supervisor of State Charities to classify into grades the officers and employees of the various charitable and reformatory institutions required by law to report to the Fiscal Supervisor, and in the month of September in each year recommend to the Governor such changes in the salaries and wages of such officers and employees for the ensuing fiscal year as may seem proper. Such changes do not become effective until approved by the Governor, in writing.

In accordance with the provisions of the said statute and with the written approval of the Governor, duly had and obtained, the Salary Classification Commission has classified into grades the officers and employees of the charitable and reformatory institutions required by law to report to the Fiscal Supervisor of State Charities in accordance with the following schedules, which include all changes in effect on July 31, 1915.

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GENERAL RULES

1

VACATIONS

The following vacations, with salaries or wages, shall be allowed, but no compensation shall be granted during any further leave of absence that may be taken by any officer or employee:

A — 4 weeks

ADMINISTRATION DEPARTMENT

Superintendents . . . . . 4 weeks (28 days)

EDUCATIONAL — SCHOLASTIC DEPARTMENT

Teachers in all reformatory institutions... 4 weeks (28 days)

RELIGIOUS DEPARTMENT

Chaplains . . . . . 4 weeks (28 days)

MEDICAL DEPARTMENT

Pathologists . . . . . 4 weeks (28 days)

Physicians . . . . . 4 weeks (28 days)

B — 3 weeks

ADMINISTRATION DEPARTMENT

Assistant superintendent in State Training  
School for Girls and State reformatories  
for women . . . . . 3 weeks (21 days)

SUPERVISION DEPARTMENT

Matrons in State Training School for Girls  
and State reformatories for women..... 3 weeks (21 days)  
Assistant matrons in State Training School  
for Girls and State reformatories for  
women . . . . . 3 weeks (21 days)

EDUCATIONAL — INDUSTRIAL DEPARTMENT

Instructors in State Training School for  
Girls and State reformatories for women. 3 weeks (21 days)

**DISCIPLINE — PHYSICAL DEPARTMENT****Instructors in State Training School for****Girls and State reformatories for women. 3 weeks (21 days)****MEDICAL****Matron of hospital in State Training School****for Girls and State reformatories for****women . . . . . 3 weeks (21 days)****C — 2 weeks****ADMINISTRATION DEPARTMENT**

Assistant superintendents . . . . .	2 weeks (14 days)
Agents . . . . .	2 weeks (14 days)
Captain of boat . . . . .	2 weeks (14 days)
Chief clerks . . . . .	2 weeks (14 days)
Clerks . . . . .	2 weeks (14 days)
Junior clerks . . . . .	2 weeks (14 days)
Messengers . . . . .	2 weeks (14 days)
Marshals . . . . .	2 weeks (14 days)
Ushers . . . . .	2 weeks (14 days)
Organists . . . . .	2 weeks (14 days)
Coachmen . . . . .	2 weeks (14 days)
Stenographers . . . . .	2 weeks (14 days)
Watchmen . . . . .	2 weeks (14 days)

**FINANCIAL DEPARTMENT**

Bookkeepers . . . . .	2 weeks (14 days)
Assistant bookkeepers . . . . .	2 weeks (14 days)
Book and storekeepers . . . . .	2 weeks (14 days)
Cashiers . . . . .	2 weeks (14 days)
Clerks . . . . .	2 weeks (14 days)
Junior clerks . . . . .	2 weeks (14 days)
Quartermaster . . . . .	2 weeks (14 days)
Assistant quartermaster . . . . .	2 weeks (14 days)
Stenographers . . . . .	2 weeks (14 days)
Stewards . . . . .	2 weeks (14 days)
Storekeepers . . . . .	2 weeks (14 days)

SUPERVISION DEPARTMENT

Attendants . . . . .	2 weeks (14 days)
Chief guards . . . . .	2 weeks (14 days)
Guards . . . . .	2 weeks (14 days)
Inspectors . . . . .	2 weeks (14 days)
Matrons . . . . .	2 weeks (14 days)
Barbers . . . . .	2 weeks (14 days)
Assistant matrons . . . . .	2 weeks (14 days)
Supervisors . . . . .	2 weeks (14 days)
Assistant supervisors . . . . .	2 weeks (14 days)

ENGINEERING DEPARTMENT

Chief engineers and electricians . . . . .	2 weeks (14 days)
Assistant engineers and electricians . . . . .	2 weeks (14 days)
Firemen . . . . .	2 weeks (14 days)
Electric-light linemen . . . . .	2 weeks (14 days)
Engine oilers and tenders . . . . .	2 weeks (14 days)
Steamfitters . . . . .	2 weeks (14 days)
Laborers . . . . .	2 weeks (14 days)
Sewerage tenders . . . . .	2 weeks (14 days)

EDUCATIONAL — SCHOLASTIC DEPARTMENT

Superintendents, assistant superintendents, teachers, instructors, stereotypers:

Those who are employed the entire year to receive . . . . .	2 weeks (14 days)
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EDUCATIONAL — INDUSTRIAL DEPARTMENT

Superintendents, instructors:	
Those who are employed the entire year to receive . . . . .	2 weeks (14 days)

INDUSTRIAL DEPARTMENT

Dressmakers . . . . .	2 weeks (14 days)
Cloakmakers . . . . .	2 weeks (14 days)
Hosemakers . . . . .	2 weeks (14 days)
Seamstresses . . . . .	2 weeks (14 days)
Shoemakers . . . . .	2 weeks (14 days)
Tailors . . . . .	2 weeks (14 days)
Tailoresses . . . . .	2 weeks (14 days)

**DISCIPLINE — MILITARY DEPARTMENT**

Instructors . . . . .	2 weeks (14 days)
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**DISCIPLINE — PHYSICAL DEPARTMENT**

Instructors . . . . .	2 weeks (14 days)
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**MEDICAL DEPARTMENT**

Matrons (hospital) . . . . .	2 weeks (14 days)
Assistant matrons (hospital) . . . . .	2 weeks (14 days)
Chief nurses . . . . .	2 weeks (14 days)
Nurses . . . . .	2 weeks (14 days)
Pharmacists . . . . .	2 weeks (14 days)
Assistant physicians . . . . .	2 weeks (14 days)

**DOMESTIC DEPARTMENT**

Domestics . . . . .	2 weeks (14 days)
Housekeepers . . . . .	2 weeks (14 days)
Waiters . . . . .	2 weeks (14 days)

**KITCHEN DEPARTMENT**

Cooks . . . . .	2 weeks (14 days)
Chefs . . . . .	2 weeks (14 days)
Assistant cooks . . . . .	2 weeks (14 days)
Superintendents mess-hall and kitchen . . . . .	2 weeks (14 days)
Kitchen helpers . . . . .	2 weeks (14 days)

**BAKERY DEPARTMENT**

Bakers . . . . .	2 weeks (14 days)
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**LAUNDRY DEPARTMENT**

Head laundrymen . . . . .	2 weeks (14 days)
Launderers and laundresses . . . . .	2 weeks (14 days)

**BUILDINGS AND REPAIRS DEPARTMENT**

Master mechanics . . . . .	2 weeks (14 days)
Blacksmiths . . . . .	2 weeks (14 days)
Carpenters . . . . .	2 weeks (14 days)
Masons and bricklayers . . . . .	2 weeks (14 days)
Painters . . . . .	2 weeks (14 days)
Plumbers . . . . .	2 weeks (14 days)



**FARM AND GROUNDS DEPARTMENT**

Farmers . . . . .	2 weeks (14 days)
Assistant farmers . . . . .	2 weeks (14 days)
Florists . . . . .	2 weeks (14 days)
Gardeners . . . . .	2 weeks (14 days)
Laborers . . . . .	2 weeks (14 days)
Chauffeurs . . . . .	2 weeks (14 days)
Teamsters . . . . .	2 weeks (14 days)
Dairymen . . . . .	2 weeks (14 days)
Butchers . . . . .	2 weeks (14 days)

**2****MAINTENANCE**

Where maintenance is provided in these schedules for any employee, and the institution is unable to furnish it, \$16 per month shall be allowed in lieu thereof, apportioned at the rate of \$4 per month for each meal, and \$4 per month for lodging.

No maintenance shall be sold or furnished to any employee unless such employee shall be entitled to maintenance as a part of his regular compensation as fixed by the Salary Classification Commission.

**3****LAUNDRY ALLOWANCE**

Employees residing at the institution shall be entitled to have a reasonable amount of laundry work done for them at the institution without charge. Nurses and attendants entitled to maintenance, but residing outside of institutions shall be allowed to have white uniforms laundered if required to wear same on duty.

**4****SCHOLASTIC TERM**

Payments to scholastic teachers shall be based on a ten months' term of service, constituting the school year, except at reformatory institutions where such payment shall be based on a twelve months' term of service, allowing four weeks' vacation with pay.

**5****DIFFERENCES IN SALARIES**

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook.—The difference in amount of

these salaries and wages and those of similar positions in other institutions is rendered necessary on account of the location and character of the hospital and the class of patients to be treated.

## 6

## SALARY INCREASES

Increase in the salary of the employees on the scale may be made from the first day of the first month following the completion of the specified period.

## 7.

## DIFFERENCES IN VACATIONS

Exceptions to the standard rules for vacations are specifically indicated by institutions and positions. All such differences are based upon the character of service required.

## 8

## FARMERS

It is desirable, and the Commission recommends, that each of the State institutions which have farms shall employ competent, educated farmers, preferably graduates of agricultural colleges or schools. The Commissioner of Agriculture, as well as the Fiscal Supervisor, indorses this recommendation. In view of this, the Commission will recommend, whenever the State charitable and reformatory institutions employ such graduates of agricultural schools who are otherwise competent, the necessary change in classification to give them an adequate compensation equal to that paid by private employers for similar services.

## 9

## FAMILY MAINTENANCE

Maintenance for families of unmarried superintendents of institutions, when not otherwise classified, shall include maintenance for not more than one immediate relative, and then only when such relative actually resides with the Superintendent on the institution grounds. This allowance to be made to the Superintendents of the following named institutions: New York State Training School for Girls, Hudson, N. Y.; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford Hills; Thomas Indian School, Iroquois; New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook.

## ADMINISTRATION

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### SUPERINTENDENTS

New York State Reformatory, Elmira, and Eastern New York Reformatory, Napanoch.—(Superintendent of Reformatories) \$5,000 a year with house and maintenance for self and family.

State Agricultural and Industrial School, Industry — \$4,000 a year and maintenance for self and family.

House of Refuge, Randall's Island, New York City — \$4,000 a year and maintenance for self and family.

New York State Training School for Boys, Yorktown Heights — \$4,500 a year; with maintenance and dwelling for self and family to be allowed at the institution after the opening of the same for the care of inmates.

State Industrial Farm Colony, Green Haven — \$3,500 a year and maintenance.

New York State Training School for Girls, Hudson — \$3,000 a year and maintenance for self and family.

Western House of Refuge for Women, Albion — \$1,500 to \$2,000 a year and maintenance for self and family.

New York State Reformatory for Women, Bedford Hills — \$3,000 a year and maintenance for self and family.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$4,000 a year with house and maintenance for self and family.

State Custodial Asylum for Feeble-Minded Women, Newark — \$4,000 a year and maintenance for self and family, with use of house.

Rome State Custodial Asylum, Rome — \$4,000 a year, with house and maintenance for self and family.

Letchworth Village, Thiells — \$4,500 a year and maintenance for self and family.

Craig Colony for Epileptics, Sonyea — †\$3,500 to \$4,500 a year and maintenance.

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† Increase from minimum to maximum at the rate of \$100 per annum.

New York State School for the Blind, Batavia — †\$2,500 to \$3,000 a year and maintenance.

Thomas Indian School, Iroquois — \$2,500 a year and maintenance for self and family.

New York State Soldiers and Sailors' Home, Bath (commandant) — \$3,500 a year and maintenance for self and family.

New York State Woman's Relief Corps Home, Oxford — \$2,000 to \$2,500 a year and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — (surgeon-in-chief and superintendent, nonresident) \$2,500 a year and maintenance; at least three visits on three different days of each week are to be made to the institution at West Haverstraw.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$3,500 a year and maintenance for self and family.

#### ASSISTANT SUPERINTENDENTS

New York State Reformatory, Elmira — \$3,500 a year, with house and maintenance for self and family.

Eastern New York Reformatory, Napanoch — \$3,500 a year, with house and maintenance for self and family.

State Agricultural and Industrial School, Industry — \$2,000 a year and maintenance for self and family.

House of Refuge, Randall's Island, New York City — \$1,800 a year and maintenance.

New York State Training School for Girls, Hudson — first assistant superintendent †\$1,500 to \$1,800 a year and maintenance; second assistant superintendent and supervisor of schools †\$1,200 to \$1,500 a year and maintenance.

Western House of Refuge for Women, Albion — †\$1,000 to \$1,200 a year and maintenance.

New York State Reformatory for Women, Bedford Hills — (first) \$1,800 a year and maintenance; (second) †\$1,000 to \$1,200 a year and maintenance.

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† Increase from minimum to maximum at the rate of \$100 per annum.

New York State Soldiers and Sailors' Home, Bath (adjutant) — \$1,500 a year and maintenance for self and family.

Thomas Indian School, Iroquois (man) — \$800 a year and maintenance.

### AGENTS

New York State Reformatory, Elmira (chief parole officer) — \$1,800 a year; (assistant parole agents)— \$1,200 a year; (transfer agent) — \$100 a month and maintenance.

Eastern New York Reformatory, Napanoch (transfer agent) — \$100 a month and maintenance; (assistant parole agent)— \$1,200 a year.

State Agricultural and Industrial School, Industry (parole agent) — \$1,200 a year and maintenance; (parole officers) — \$100 per month, without maintenance.

House of Refuge, Randall's Island, New York City (parole agent, man) — \$1,200 a year and maintenance; (assistant parole agent, man) — \$60 to \$75 per month and maintenance.

New York State Training School for Girls, Hudson (chief parole agent, woman) \$1,000 a year and maintenance; (parole agent, woman) — \*\$60 to \$75 a month and maintenance.

Western House of Refuge for Women, Albion (parole agent, woman) — \$720 a year and maintenance.

New York State Reformatory for Women, Bedford Hills (parole agent, woman) \$75 a month and maintenance.

Craig Colony for Epileptics, Sonyea — Not to exceed \$5 a day (as originally provided by chapter 356, Laws of 1902).

New York State Soldiers and Sailors' Home, Bath (Eastern agent)— \$200 a year; (Western, Buffalo) \$5 a month without maintenance; (Rochester) \$5 a month without maintenance.

### CAPTAIN OF BOAT

House of Refuge, Randall's Island, New York City (Captain of ferry boat "Refuge")— \$105 a month and maintenance.

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\* Increase from minimum to maximum to be at the rate of \$5 a month per annum.

## CHIEF CLERKS

New York State Reformatory, Elmira — \$1,800 a year and maintenance.

Eastern New York Reformatory, Napanoch — \$1,500 a year and maintenance.

State Agricultural and Industrial School, Industry — \$75 a month and maintenance, with house, fuel and light.

House of Refuge, Randall's Island, New York City — \$1,200 a year and maintenance.

New York State Training School for Boys, Yorktown Heights — (bookkeeper, clerk and stenographer) — \$100 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$75 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \$90 a month and maintenance.

## CLERKS

New York State Reformatory, Elmira — \*\$600–\$960 a year.

Clerk and telegrapher — \*\$720–\$960 a year.

Eastern New York Reformatory, Napanoch — \*\$600–\$960 a year.

State Agricultural and Industrial School, Industry (all clerks) — \$45 a month and maintenance.

New York State Training School for Girls, Hudson — \$50 a month and maintenance.

New York State Reformatory for Women, Bedford Hills (superintendent's office) — \*\*\$40 to \$50 a month and maintenance.

Craig Colony for Epileptics, Sonyea (Medical Record Clerk) — \$40 a month and maintenance.

## JUNIOR CLERKS

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$25 a month and maintenance.

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\* Increase from minimum to maximum to be at the rate of \$120 per annum after the first year's service.

\*\* Increase from minimum to maximum at the rate of \$5 a month per annum.

## COACHMEN

New York State Reformatory, Elmira — \$50 a month and maintenance.

Eastern New York Reformatory, Napanoch — \$50 a month and maintenance.

State Agricultural and Industrial School, Industry — \$40 a month and maintenance.

New York State Training School for Boys, Yorktown Heights — \$40 a month and maintenance.

New York State Training School for Girls, Hudson — \$50 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$40 a month and maintenance.

Western House of Refuge for Women, Albion — \$40 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \$40 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$40 a month and maintenance.

Rome State Custodial Asylum, Rome — \$40 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$40 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford — \$40 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \$44 a month and maintenance.

Thomas Indian School, Iroquois — \$40 a month and maintenance.

## EXPERT ADVISER

New York State Training School for Boys, Yorktown Heights — \$10 a day, not to exceed \$1,500 in any one year, and reasonable expenses when employed.

**GUARDIAN OF THE SITE PROPERTY**

New York State Training School for Boys, Yorktown Heights — \$50 a month and use of a house on the site.

**MARSHALS**

New York State Training School for Girls, Hudson (woman) — \*\$60 to \$75 a month and maintenance.

Western House of Refuge for Women, Albion (woman) — \$60 a month and maintenance.

New York State Reformatory for Women, Bedford Hills (woman) — \$75 a month and maintenance.

**MESSENGERS**

House of Refuge, Randall's Island, New York City — \$15 a month and maintenance.

**BAND**

New York State Soldiers and Sailors' Home, Bath — To be composed of not to exceed a bandmaster and fourteen paid members classified as follows: Bandmaster, \$70 a month; musician and bugler, one at \$35 a month; musicians, one at \$50 a month, one at \$33 a month, five at \$28 a month, four at \$26 a month, one at \$25 a month, one at \$20 a month. Bandmaster and musicians to be furnished maintenance.

Craig Colony for Epileptics — Band to be composed of not more than fourteen members, five at \$3 a month, five at \$4 a month, and four at \$5 a month. Members of the band may be employees of the Colony and receive the above amounts in addition to their regular wages as such employees, for playing in the band — (bandmaster) — \$60 a month and maintenance.

**ORGANISTS**

State Agricultural and Industrial School, Industry (organist and usher — Protestant) — \$660 a year and maintenance; (organist — Catholic) — \$336 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$5 a month.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.



## BERTILLON MEASURER

New York State Reformatory, Elmira — \$1,200 a year and maintenance.

## RESIDENT ENGINEER AND INSPECTOR

Letchworth Village, Thiells — \$2,400 a year and maintenance.

## STENOGRAPHERS

New York State Reformatory, Elmira — (stenographer and private secretary) — \$1,200 a year and maintenance; stenographer to chief parole officer — \$720 a year and maintenance.

Eastern New York Reformatory, Napanoch (man) — \$75 a month and maintenance.

State Agricultural and Industrial School, Industry — \$55 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$50 a month and maintenance.

New York State Training School for Boys, Yorktown Heights — \$60 a month and maintenance.

New York State Training School for Girls, Hudson (woman) — \$50 a month and maintenance.

Western House of Refuge for Women, Albion (woman) — \$50 a month and maintenance.

New York State Reformatory for Women, Bedford Hills (woman) — \$50 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman) — \$50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (woman) — \$50 a month and maintenance.

Rome State Custodial Asylum, Rome (woman) — \$50 a month and maintenance.

Letchworth Village, Thiells — \$50 a month and maintenance.

Craig Colony for Epileptics, Sonyea (woman) — \$50 a month and maintenance.

New York State School for the Blind, Batavia (woman) — \$50 a month and maintenance.

Thomas Indian School, Iroquois (woman) — \$50 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (stenographer and clerk)— \$50 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford — \$50 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw (woman)— \$50 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$50 a month and maintenance.

### TELEPHONE OPERATOR

State Agricultural and Industrial School, Industry — \$35 a month and maintenance.

Craig Colony for Epileptics, Sonyea (night)— \*\$25 to \$30 a month and maintenance.

### USHERS

Syracuse State Institution for Feeble-Minded Children, Syracuse (girl) — \$20 a month and maintenance.

Craig Colony for Epileptics, Sonyea (usher and telephone operator, girl)— \$25 a month and maintenance.

New York State School for the Blind, Batavia (girl) — \$25 a month and maintenance.

### WATCHMEN

New York State Training School for Boys, Yorktown Heights — \$40 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \*\$35 to \$45 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse \*\$35 to \$40 a month and maintenance.

Rome State Custodial Asylum, Rome — \*\$40 to \$45 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$50 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 per month per annum.

New York State School for the Blind, Batavia — \$35 a month during entire year, with maintenance.

New York State Hospital for Care of Crippled and Deformed Children, West Haverstraw — \$35 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$35 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford — \$35 a month and maintenance.

Western House of Refuge for Women, Albion (night) — \$50 a month with maintenance.

Thomas Indian School, Iroquois — \*\$30 to \$45 a month and maintenance.

State Agricultural and Industrial School, Industry — (night) \$45 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 per month per annum.

## FINANCE

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### BOOKKEEPERS

- New York State Reformatory, Elmira (man)—†\$800 to \$1,200 a year.
- House of Refuge, Randall's Island, New York City — \$1,000 a year and maintenance.
- New York State Training School for Girls, Hudson (woman) — \*\$40 to \$50 a month and maintenance.
- Western House of Refuge for Women, Albion (woman) — \$45 a month and maintenance.
- Syracuse State Institution for Feeble-Minded Children, Syracuse — \$75 a month and maintenance.
- State Custodial Asylum for Feeble-Minded Women, Newark (woman)—\*\$50 to \$60 a month and maintenance.
- Rome State Custodial Asylum, Rome (man) — \$75 a month and maintenance.
- Letchworth Village, Thiells (bookkeeper-stenographer) — \$75 a month and maintenance.
- Craig Colony for Epileptics, Sonyea (man) — \$100 a month and maintenance.
- New York State School for the Blind, Batavia (man) — \$45 a month and maintenance.
- Thomas Indian School, Iroquois (woman) — \$40 a month and maintenance.
- New York State Soldiers and Sailors' Home, Bath (man) — \$1,500 a year and maintenance.
- New York State Woman's Relief Corps Home, Oxford (cashier and stenographer, woman) — \$60 a month and maintenance.

### ASSISTANT BOOKKEEPERS

- New York State Soldiers and Sailors' Home, Bath (man) — \*\$40 to \$45 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 per month per annum.

† Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

**BOCK AND STOREKEEPERS**

New York State Training School for Girls, Hudson (woman) —  
\*\$45 to \$50 a month and maintenance.

Western House of Refuge for Women, Albion (woman) — \$45 a  
month and maintenance.

New York State Reformatory for Women, Bedford Hills  
(woman) — \$50 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pul-  
monary Tuberculosis, Raybrook — §§50 to \$62.50 a month  
and maintenance.

**STENOGRAPHER AND STOREKEEPER**

Thomas Indian School, Iroquois — \$50 a month and maintenance.

**CASHIER**

New York State Soldiers and Sailors' Home, Bath — \$1,500 a  
year with maintenance. Assistant cashier, \$75 a month and  
maintenance.

**CLERKS**

New York State Reformatory, Elmira — †\$600–\$960 a year.

Eastern New York Reformatory, Napanoch — †\$600–\$960 a year.

State Agricultural and Industrial School, Industry — Chief  
Clerk — \$900 a year and maintenance; (clerk, woman), \$60  
a month and maintenance.

House of Refuge, Randall's Island, New York City — \$60 a  
month and maintenance; (treasurer's clerk) — \$25 a month  
without maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark  
(woman) — \*\$40 to \$50 a month and maintenance.

**QUARTERMASTER**

New York State Soldiers and Sailors' Home, Bath — \$1,800 a  
year and maintenance for self and family.

**ASSISTANT QUARTERMASTER**

New York State Soldiers and Sailors' Home, Bath — \$100 a  
month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum to be as follows: For the first year's  
service, \$600; for the second year's service, \$720; for the third year's service,  
\$840; for the fourth year's service and thereafter, \$960.

§ Increase from minimum to maximum at the rate of \$2.50 a month per annum.

## STENOGRAPHERS

New York State Training School for Girls, Hudson — \$50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \$50 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$50 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — (stenographer and bookkeeper) — \$50 a month and maintenance.

Rome State Custodial Asylum, Rome — \$50 a month and maintenance.

## STEWARDS

New York State Reformatory, Elmira — \$1,500 a year and maintenance.

Eastern New York Reformatory, Napanoch — \$1,200 a year and maintenance.

State Agricultural and Industrial School, Industry — \$1,500 a year with maintenance for self and family.

House of Refuge, Randall's Island, New York City — \$1,500 a year and maintenance.

New York State Training School for Girls, Hudson (woman) — \*\$1,200 to \$1,500 a year and maintenance.

Western House of Refuge for Women, Albion — \$1,200 a year, with maintenance.

New York State Reformatory for Women, Bedford Hills (woman) — \*\$1,200 to \$1,500 a year and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$1,200 a year and maintenance for self and family.

State Custodial Asylum for Feeble-Minded Women, Newark (steward and storekeeper, man) — \*\$1,200 to \$1,500 a year and maintenance for self and family.

Rome State Custodial Asylum, Rome — \$1,500 a year and maintenance for self and family.

Letchworth Village, Thiells — \*\$1,500 to \$1,800 a year and maintenance for self and family.

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\* Increase from minimum to maximum at the rate of \$100 per year.

Craig Colony for Epileptics, Sonyea — \$1,500 to \$1,800 a year and maintenance.

New York State Woman's Relief Corps Home, Oxford — †\$900 to \$1,200 a year and maintenance.

New York State School for the Blind, Batavia (steward and storekeeper) — \$1,000 to \$1,200 a year and maintenance.

Thomas Indian School, Iroquois — \*\$60 to \$75 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath. See Quartermaster.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \$100 a month and maintenance for self and family.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — †\$1,200 to \$1,400 a year and maintenance.

### STOREKEEPERS

New York State Reformatory, Elmira (guard) — For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

Eastern New York Reformatory, Napanoch (guard) — For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$55 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$60 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (woman) — \$40 a month and maintenance.

Rome State Custodial Asylum, Rome — \$50 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 per month per annum.

† Increase from minimum to maximum at the rate of \$100 a year.

Letchworth Village, Thiells — \$600 a year and maintenance.

Craig Colony for Epileptics, Sonyea — \$60 to \$75 a month and maintenance with cottage, fuel, and light on the Colony ground; (assistant storekeeper) — \$30 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$60 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford — \$40 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \*\$60 to \$65 a month and maintenance.

#### TREASURERS

Craig Colony for Epileptics, Sonyea — \$100 a month (as originally provided by chapter 546 of the Laws of 1896).

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.



## SUPERVISION

### ATTENDANTS

House of Refuge, Randall's Island, New York City — Women, \*\$20 to \$25 a month and maintenance; man at waiting room on dock, \$40 a month with maintenance.

State Agricultural and Industrial School, Industry — Women, \$25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — Men, head, \$40 a month and maintenance; women, head, \$35 a month and maintenance; men, night, ††\$30 to \$35 a month and maintenance; men, day, †† \$25 to \$30 a month and maintenance; women, night, ††\$25 to \$30 a month and maintenance; women, day, ††\$20 to \$25 a month and maintenance; attendant and barber, \$2.50 a month additional.

State Custodial Asylum for Feeble-Minded Women, Newark — women, first, \$35 a month and maintenance; women, night, \$30 a month and maintenance; women, day, \$25 a month and maintenance.

Rome State Custodial Asylum, Rome — Men, night, \$35 a month and maintenance; men, day, \$30 a month and maintenance; women, night, \$30 a month and maintenance; women, day, \$25 a month and maintenance; attendant teachers (men), \$30 a month and maintenance; (women), \$25 a month and maintenance. Attendants who live outside of institutions are to be allowed laundry privileges.

Letchworth Village, Thiells — (for farm groups; women) \*\*\$25 to \$30 a month and maintenance. (Men) — \$35 a month and maintenance.

Craig Colony for Epileptics, Sonyea — Men, night, \$35 a month and maintenance; men, day, \$30 a month and maintenance; women, night, \$30 a month and maintenance; women, day, \$25 a month and maintenance; attendants in infirmaries, men, \$37 a month; women, \$32 a month and maintenance.

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\* Increase from minimum to maximum, as follows: First year, \$20 per month; second year, \$22 per month; third year and thereafter, \$25 per month.

†† Increase from minimum to maximum, at the rate of \$5 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$2.50 a month per annum.

New York State Woman's Relief Corps Home, Oxford — Women, night, \$20 a month and maintenance.

Thomas Indian School, Iroquois — Attendants, \$20 to \$25 a month and maintenance.

### SPECIAL ATTENDANT

New York State Soldiers and Sailors' Home, Bath — \$35 a month and maintenance.

### BARBERS

New York State Soldiers and Sailors' Home, Bath — \$15 a month and board for himself and assistant. Members of the Home who have pensions, pay for this service.

Rome State Custodial Asylum, Rome — \*\$30 to \$35 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$40 a month and maintenance.

### CAPTAIN OF THE GUARD

Eastern New York Reformatory, Napanoch — \$1,350 a year and maintenance.

### CHIEF GUARDS

New York State Reformatory, Elmira — \$1,200 a year and maintenance.

Eastern New York Reformatory, Napanoch — \$1,200 a year and maintenance.

State Agricultural and Industrial School, Industry — \$60 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$60 a month and maintenance.

### GUARDS

New York State Reformatory, Elmira — For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

Eastern New York Reformatory, Napanoch — For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

State Agricultural and Industrial School, Industry — \$50 a month and maintenance; (disciplinary cottage), \$55 a month and maintenance.

House of Refuge, Randall's Island, New York City — \*\$40 to \$50 a month and maintenance.

New York State Training School for Girls, Hudson — \$45 a month, with maintenance.

Western House of Refuge for Women, Albion — \$45 a month, without maintenance.

New York State Reformatory for Women, Bedford Hills — \$50 a month, with maintenance.

### INSPECTORS

State Agricultural and Industrial School, Industry — \$1,200 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$100 a month and maintenance, with dwelling, fuel and light, on the Home grounds.

### MATRONS

State Agricultural and Industrial School, Industry — \$1,200 a year and maintenance: (fourth division), \$1,000 a year and maintenance; (disciplinary cottage), \$40 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$1,200 a year and maintenance.

New York State Training School for Girls, Hudson — (Reception House) \$70 a month and maintenance. (Cottage) \$40 to \$45 a month and maintenance. At Syphilitic Cottage \$5 a month additional. (In cottages for colored girls) — \*\$45 to \$50 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

- Western House of Refuge for Women, Albion — (Reception House) \*\$60 to \$70 a month and maintenance. (Cottage) \$40 a month and maintenance; population over 30, \$41.66 a month and maintenance. (Garden) — \$40 a month and maintenance.
- New York State Reformatory for Women, Bedford Hills — (Reception House) \*\$60 to \$70 a month and maintenance. (Cottage) — \$40 a month; population over 30, \$41.66 a month and maintenance. (Nursery) — \$40 to \$50 a month and maintenance.
- Syracuse State Institution for Feeble-Minded Children, Syracuse (general) — \$75 a month and maintenance.
- State Custodial Asylum for Feeble-Minded Women, Newark (general)— \$1,000 a year and maintenance; (supervising), \$50 a month and maintenance. (Garden) — \*\$40 to \$50 a month and maintenance.
- Rome State Custodial Asylum, Rome — \$75 a month and maintenance.
- Craig Colony for Epileptics, Sonyea — \$75 a month and maintenance.
- Letchworth Village, Thiells — (general) — \*\$65 to \$75 a month and maintenance; (of farm groups) \*\$45 to \$50 a month and maintenance. (Dormitory) \*\$45 to \$50 a month and maintenance.
- New York State Soldiers and Sailors' Home, Bath — \$50 a month and maintenance.
- New York State School for the Blind, Batavia (general)— \$50 a month and maintenance.
- Thomas Indian School, Iroquois — \$800 a year and maintenance.
- New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \$60 a month and maintenance.

#### ASSISTANT MATRONS

- State Agricultural and Industrial School, Industry (Fourth Division)— \$40 a month and maintenance; (wives of Supervisors of Farm Cottages), \$30 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

House of Refuge, Randall's Island, New York City—\$40 a month and maintenance.

New York State Training School for Girls, Hudson — (First assistant, Reception House), \$40 a month and maintenance; (assistant, Reception House), †\$30 to \$37.50 a month and maintenance; (assistant, cottage), †\$30 to \$37.50 a month and maintenance. At Syphilitic Cottage, \$40 a month and maintenance. In cottages for colored girls, †\$32.50 to \$40 a month and maintenance.

Western House of Refuge for Women, Albion — (First assistant, Reception House), \$40 a month and maintenance; (assistant, Reception House), \*\*\$30 to \$35 a month and maintenance; (assistant, cottage), \*\*\$30 to \$35 a month and maintenance.

New York State Reformatory for Women, Bedford — (First assistant, Reception house), \$50 a month and maintenance; (assistant, Reception house), \*\*\$30 to \$35 a month and maintenance; (assistant, cottage), \*\*\$30 to \$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (main building and girls' department) — \$40 a month and maintenance; (assistant), \$25 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \$40 a month and maintenance.

Rome State Custodial Asylum, Rome — \$30 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$40 a month and maintenance.

New York State School for the Blind, Batavia — \$35 a month and maintenance.

Thomas Indian School, Iroquois — †\$30 to \$40 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — ††\$50 to \$55 a month and maintenance.

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† Increase from minimum to maximum at the rate of \$2.50 a month per annum.

\*\* Increase from minimum to maximum after six months' service.

†† Increase from minimum to maximum at the rate of \$5 a month per annum.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — (in charge of Employees' Building) — \$30 a month and maintenance.

### SUPERVISORS

State Agricultural and Industrial School, Industry (farm cottages)—†\$50 to \$60 a month and maintenance; (disciplinary cottage)—\$1,000 a year and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (head of boys' department)—\$45 a month and maintenance.

Rome State Custodial Asylum, Rome — \$50 a month and maintenance.

Letchworth Village, Thiells — (of Farm Colonies) — †\$45 to \$60 a month and maintenance; (men) (cottage) †\$35 to \$45 a month and maintenance.

Craig Colony for Epileptics, Sonyea — (men) †\$50 to \$60 a month and maintenance; (women), †\$40 to \$50 a month and maintenance.

Thomas Indian School, Iroquois — (men) †\$45 to \$50 a month and maintenance.

### ASSISTANT SUPERVISORS

Rome State Custodial Asylum, Rome — \$40 to \$45 per month and maintenance.

### SUPERVISING DIETITIAN AND MATRON

New York State Training School for Girls, Hudson — †\$60 to \$75 a month and maintenance.

### WATCHMAN

Letchworth Village, Thiells — \$40 a month and maintenance.

Thomas Indian School, Iroquois — \$45 a month and maintenance.

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† Increase from minimum to maximum at the rate of \$5 a month per annum.

## ENGINEERING

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### ENGINEERS AND ELECTRICIANS

Must be licensed engineers, or must have satisfactorily passed certain practical tests instituted by the State Civil Service Commission, and be qualified to attend to and manage electric plants. New York State Reformatory, Elmira — \$1,400 a year and maintenance.

Eastern New York Reformatory, Napanoch — \$100 a month and maintenance.

State Agricultural and Industrial School, Industry — \$1,500 a year and maintenance.

House of Refuge, Randall's Island, New York City — \$100 a month and maintenance. Engineer of boat "Refuge," \$80 a month and maintenance.

New York State Training School for Girls, Hudson — \$100 a month and maintenance.

Western House of Refuge for Women, Albion — \$75 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \$100 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$1,000 a year and maintenance including cottage, fuel and light.

State Custodial Asylum for Feeble-Minded Women, Newark — \$100 a month and maintenance.

Rome State Custodial Asylum, Rome — \$100 a month and maintenance, with cottage, fuel and light.

Craig Colony for Epileptics, Sonysa — \$100 a month, with cottage, fuel and light.

Letchworth Village, Thiells — \$1,500 a year and maintenance.

New York State School for the Blind, Batavia — \*\$75 to \$85 a month and maintenance.

Thomas Indian School, Iroquois — \*\$75 to \$85 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$1,400 a year and maintenance, with dwelling, fuel and light.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

New York State Woman's Relief Corps Home, Oxford — \$1,000 a year and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \*\$75 to \$100 a month and maintenance.

### ASSISTANT ENGINEERS AND ELECTRICIANS

Must be licensed engineers, or must have satisfactorily passed certain practical tests instituted by the State Civil Service Commission, and be qualified to attend to and manage steam and electric plants in absence of engineer.

New York State Reformatory, Elmira — \*\$60 to \$75 a month and maintenance.

Eastern New York Reformatory, Napanoch — \$75 a month and maintenance.

State Agricultural and Industrial School, Industry — \*\$60 to \$75 a month and maintenance.

House of Refuge, Randall's Island, New York City — \*\$60 to \$75 a month and maintenance.

New York State Training School for Girls, Hudson — \$60 a month and maintenance.

Western House of Refuge for Women, Albion — \*\$40 to \$50 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \$50 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$65 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — First assistant, \$75 a month and maintenance; assistant, \$60 a month and maintenance.

Rome State Custodial Asylum, Rome — \*\$60 to \$75 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \*\$65 to \$75 a month and maintenance.

New York State School for the Blind, Batavia — \*\$50 to \$60 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.



Thomas Indian School, Iroquois — \*\$50 to \$60 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$60 to \$75 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford — \*\$50 to \$60 a month and maintenance.

### FIREMEN

To be paid a uniform rate of \$45 a month and maintenance, for twelve-hour shifts.

New York State Reformatory, Elmira — \$45 a month and maintenance.

Eastern New York Reformatory, Napanoch — \$45 a month and maintenance.

State Agricultural and Industrial School, Industry — \$45 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$45 a month and maintenance.

New York State Training School for Girls, Hudson — \$45 a month and maintenance.

Western House of Refuge for Women, Albion — \$45 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \$45 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$45 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \$45 a month and maintenance.

Rome State Custodial Asylum, Rome — \$45 a month and maintenance.

Letchworth Village, Thiells — \$45 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$45 a month and maintenance.

New York State School for the Blind, Batavia — \$45 a month and maintenance.

Thomas Indian School, Iroquois — \$45 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

New York State Soldiers and Sailors' Home, Bath — \$45 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford — \$45 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$45 a month and maintenance.

#### ELECTRIC-LIGHT LINEMEN

New York State Soldiers and Sailors' Home, Bath — \$45 a month and maintenance.

#### ENGINE OILER AND TENDER

New York State Soldiers and Sailors' Home, Bath — \$45 a month and maintenance.

#### INSTRUMENT MAKER AND FIREMAN

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \$50 a month and maintenance.

#### STEAMFITTER

New York State Soldiers and Sailors' Home, Bath — \$75 a month, with maintenance.

Craig Colony for Epileptics, Sonyea — \$70 a month and maintenance.

#### PLUMBER AND STEAMFITTER

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$65 a month and maintenance.

Rome State Custodial Asylum, Rome — \*\$50 to \$60 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \*\$60 to \$75 a month and maintenance.

#### LABORERS

New York State Reformatory, Elmira — \$35 a month and maintenance.

Eastern New York Reformatory, Napanoch — \$35 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

Craig Colony for Epileptics, Sonyea — \$35 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$35 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$35 a month and maintenance.

### SEWERAGE TENDERS

Western House of Refuge for Women, Albion — \$42 a month with maintenance.

Rome State Custodial Asylum, Rome — \*\$35 to \$45 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \*\$40 to \$45 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

## EDUCATIONAL—SCHOLASTIC

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### SUPERINTENDENTS

New York State Reformatory, Elmira — \$1,800 a year and maintenance.

State Agricultural and Industrial School, Industry — \$1,200 a year and maintenance.

House of Refuge, Randall's Island, New York City — \$1,500 a year and board.

### ASSISTANT SUPERINTENDENTS

House of Refuge, Randall's Island, New York City — \$80 a month and board.

### TEACHERS

All general teachers, except in the institutions for the feeble-minded, shall hold at least a first-grade certificate. Teachers in State institutions for the feeble-minded shall have special qualifications in music, calisthenics, physical culture, kindergartening, drawing, or equivalent, or previous experience as a teacher of the feeble-minded.

#### TEACHERS — Arithmetic

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

#### TEACHERS — Bookkeeping

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

#### TEACHERS — Clay Modeling

State Agricultural and Industrial School, Industry — \$25 a month.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

## TEACHERS — Freehand Drawing

New York State Reformatory, Elmira — Not to exceed \$300 per annum for lessons.

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

## TEACHERS — General

Eastern New York Reformatory, Napanoch — Principal teacher, \$900 to \$1,200 per annum and maintenance.

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \*\$50 to \$60 a month and maintenance.

House of Refuge, Randall's Island, New York City — \*\$50 to \$70 a month and such meals as may be necessary.

New York State Training School for Girls, Hudson — (head) \*\$75 to \$85 a month and maintenance; (teachers), \*\*\$50 to \$60 a month and maintenance.

Western House of Refuge for Women, Albion — (head) \*\$75 to \$85 a month and maintenance; (teachers), \*\$50 to \$60 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — (head) \*\$75 to \$85 a month and maintenance; teachers, \*\*\$50 to \$60 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — Head teachers, \*\$50 to \$60 a month and maintenance; teachers, \*\$35 to \$45 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — Head teachers, \*\$45 to \$50 a month and maintenance; teachers, \*\$35 to \$45 a month and maintenance.

Rome State Custodial Asylum, Rome — Head teachers, \*\$50 to \$55 a month and maintenance; teachers, \*\$40 to \$50 a month and maintenance.

Craig Colony for Epileptics, Sonyea — Head teachers, \*\$65 to \$75 a month and maintenance; teachers, \*\$50 to \$60 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$10 a month per annum.

New York State School for the Blind, Batavia — Head teacher, \$1,000 per annum and maintenance; teachers, \$720 per annum and maintenance.

Thomas Indian School, Iroquois — Head teacher (man), ††\$900 to \$1,200 a year and maintenance; teachers (women), \*\$35 to \$45 a month and maintenance.

#### TEACHERS — Geography

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

#### TEACHERS — Geometry

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

#### TEACHERS — History

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

#### TEACHERS — Kindergarten

Thomas Indian School, Iroquois — \*\$40 to \$60 a month and maintenance.

#### TEACHERS — Language

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

#### TEACHERS — Music

New York State Reformatory, Elmira — \$1,200 a year with maintenance.

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

House of Refuge, Randall's Island, New York City — \*\$50 to \$60 a month and such meals as may be necessary.

New York State Training School for Girls, Hudson — \$40 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \*\$30 to \$35 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

†† Increase from minimum to maximum at the rate of \$100 per annum.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$35 to \$45 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — Supervisor of music and physical culture — \*\$50 to \$60 a month and maintenance.

Rome State Custodial Asylum, Rome — \$50 a month and maintenance.

New York State School for the Blind, Batavia — Head teacher, \$900 per annum and maintenance; teachers, \$400 to \$600 a year and maintenance; vocal instructor, \$400 to \$600 a year and maintenance.

Thomas Indian School, Iroquois — \*\$40 to \$60 a month and maintenance.

#### TEACHERS — Reading

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

#### TEACHERS — Science

State Agricultural and Industrial School, Industry — \*\$50 to \$75 a month and maintenance.

#### TEACHERS — Tuning

New York State School for the Blind, Batavia — \$900 per annum and board.

#### STEREOTYPER

New York State School for the Blind, Batavia — \$50 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

## EDUCATIONAL — INDUSTRIAL

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### SUPERINTENDENT OF TRADE SCHOOLS.

New York State Reformatory, Elmira — \$1,500 to \$1,800 a year and maintenance.

### SUPERVISOR OF INDUSTRIES

State Custodial Asylum for Feeble-Minded Women, Newark — \$40 a month and maintenance.

### SUPERVISION OF CONSTRUCTION WORK

New York State Reformatory, Elmira and Eastern New York Reformatory, Napanoch — \$2,100 a year: to be paid proportionately by the two institutions according to the amount of work to be done in them, respectively.

### INSTRUCTORS

#### INSTRUCTORS — Arts and Crafts

Craig Colony for Epileptics, Sonyea — \$65 a month and maintenance.

#### INSTRUCTORS — Baking

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.  
Eastern New York Reformatory, Napanoch — †\$800 to \$1,200 a year.

State Agricultural and Industrial School, Industry — \$60 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$65 a month and maintenance.

#### INSTRUCTORS — Band

State Agricultural and Industrial School, Industry — \$75 a month and maintenance.

House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and maintenance.

#### INSTRUCTORS — Bookbinding

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.  
State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.



House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

### INSTRUCTORS — Blacksmithing

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

Eastern New York Reformatory, Napanoch — †\$800 to \$1,200 a year.

State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.

House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

### INSTRUCTORS — Brass-smithing

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

### INSTRUCTORS — Carpentry

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

Eastern New York Reformatory, Napanoch — †\$800 to \$1,200 a year.

State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.

House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

Thomas Indian School, Iroquois — \*\$65 to \$75 a month and maintenance.

### INSTRUCTORS — Cooking

New York State Training School for Girls, Hudson — \*\$40 to \$50 a month and maintenance.

Western House of Refuge for Women, Albion — \$40 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \$40 a month and maintenance.

### INSTRUCTOR — Creamery Work, Butter and Cheese Making

State Agricultural and Industrial School, Industry — \$60 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum; when lodging is given to those entitled to board only, \$4 per month is to be deducted from the wages.

† Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

**INSTRUCTORS — Drawing and Wood Carving**

House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

**INSTRUCTORS — Dressmaking**

New York State Training School for Girls, Hudson — \*\$40 to \$50 a month and maintenance.

Western House of Refuge for Women, Albion — \$40 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \$40 a month and maintenance.

**INSTRUCTORS — Domestic Arts**

Rome State Custodial Asylum, Rome — \*\$40 to \$60 a month and maintenance.

**INSTRUCTORS — Educational-Industrial**

New York State School for the Blind, Batavia — \$600 a year and maintenance.

**INSTRUCTORS — Electrical Construction**

State Agricultural and Industrial School, Industry — \$75 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$60 a month and maintenance.

**INSTRUCTORS — INDUSTRIAL**

Syracuse State Institution for Feeble-Minded Children, Syracuse — \*\$40 to \$50 a month and maintenance.

New York State Training School for Girls, Hudson — \*\$40 to \$50 a month and maintenance.

**INSTRUCTORS — Laundering**

State Agricultural and Industrial School, Industry — (man), \$60 a month and maintenance; (woman), \$30 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum; when lodging is given to those entitled to board only, \$4 per month is to be deducted from the wages.

† Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

House of Refuge, Randall's Island, New York City — (man), \$60 a month and maintenance; (woman), \$30 a month and maintenance.

New York State Training School for Girls, Hudson — (woman), \*\$40 to \$45 a month and maintenance.

Western House of Refuge for Women, Albion — (woman), \$30 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — (woman), \$30 a month and maintenance.

#### INSTRUCTORS — Machinery

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and board.

House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

#### INSTRUCTORS — Manual Training

State Agricultural and Industrial School, Industry — (woman), \$45 a month and maintenance.

Rome State Custodial Asylum, Rome — \$50 a month and maintenance.

New York State School for the Blind, Batavia — \$600 a year and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \*\$45 to \$55 a month and maintenance.

#### INSTRUCTORS — Masonry and Bricklaying

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

Eastern New York Reformatory, Napanoch — †\$800 to \$1,200 a year.

State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.

House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum; when lodging is given to those entitled to board only, \$4 per month is to be deducted from the wages.

† Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

## INSTRUCTOR — Milling

State Agricultural and Industrial School, Industry — \*\$65 to \$75 per month and maintenance.

## INSTRUCTORS — Molding

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.  
State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.

## INSTRUCTORS — Painting

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.  
Eastern New York Reformatory, Napanoch — †\$800 to \$1,200 a year.  
State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.  
House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

## INSTRUCTORS — Pattern-making

State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.

## INSTRUCTORS — Plumbing

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.  
Eastern New York Reformatory, Napanoch — †\$800 to \$1,200 a year.  
House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

## INSTRUCTORS — Printing

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.  
State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.  
House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum; when lodging is given to those entitled to board only, \$4 per month is to be deducted from the wages.

† Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

## INSTRUCTORS — Sewing

New York State Training School for Girls, Hudson — (woman), \*\$35 to \$45 a month and maintenance.

Western House of Refuge for Women, Albion — (woman), \*\$30 to \$40 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — (woman), \*\$30 to \$40 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — (woman), \$40 a month and maintenance.

Rome State Custodial Asylum, Rome — (woman), \*\$40 to \$50 a month and maintenance.

Letchworth Village, Thiells — \*\$35 to \$40 a month and maintenance.

New York State School for the Blind, Batavia — \$50 a month and maintenance during the school term.

## INSTRUCTORS — Shoemaking

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

Eastern New York Reformatory, Napanoch — †\$800 to \$1,200 a year.

State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.

House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

## INSTRUCTORS — Sloyd

New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

House of Refuge, Randall's Island, New York City — \*\$65 to \$75 a month and board.

Craig Colony for Epileptics, Sonyea — \$60 a month and maintenance.

## INSTRUCTORS — Steam and Gas Fitting

New York State Reformatory, Elmira (occasional employment) — Not to exceed \$200 a year.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum; when lodging is given to those entitled to board only, \$4 per month is to be deducted from the wages.

† Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.

INSTRUCTOR — Stonecutting  
Eastern New York Reformatory, Napanoch (quarryman) — †\$800 to \$1,200 a year.

INSTRUCTORS — Tailoring  
New York State Reformatory, Elmira — †\$800 to \$1,200 a year.  
Eastern New York Reformatory, Napanoch — †\$800 to \$1,200 a year.

State Agricultural and Industrial School, Industry — \*\$65 to \$75 a month and maintenance.  
House of Refuge, Randall's Island, New York City — (man), \*\$65 to \$75 a month and maintenance; (women), \$30 a month and maintenance.

INSTRUCTORS — Telegraphy  
New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

INSTRUCTORS — Tinsmithing  
New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

INSTRUCTORS — Upholstering  
New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

INSTRUCTORS — Wood-carving  
New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

INSTRUCTORS — Woodworking Machinery and Cabinet-making  
New York State Reformatory, Elmira — †\$800 to \$1,200 a year.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum  
† Increase from minimum to maximum at the rate of \$100 per annum after the first year's service.

## INDUSTRIAL

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### COFFEE ROASTER

New York State Reformatory at Elmira (and assistant to soap-maker) — \$60 a month and maintenance.

### DRESSMAKER

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$20 a month and maintenance.

### CLOAKMAKER

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$20 a month and maintenance.

### HOSEMAKER

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$18 a month and maintenance.

### SEAMSTRESSES

Syracuse State Institution for Feeble-Minded Children, Syracuse — \*\$18 to \$20 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \$20 a month and maintenance.

Rome State Custodial Asylum, Rome — \*\$16 to \$18 a month and maintenance.

Letchworth Village, Thiells — \*\*\$25 to \$30 a month and maintenance.

Craig Colony for Epileptics, Sonyea (head seamstress) — †\$30 to \$35 a month and maintenance; (seamstresses) — †\$20 to \$25 a month and maintenance.

Thomas Indian School, Iroquois — \*\$18 to \$20 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \*\$16 to \$18 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$2 per month per annum.

† Increase from minimum to maximum at the rate of \$5 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$2.50 a month per annum.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \*\*\$20 to \$25 a month and maintenance.

#### SHOEMAKER

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$40 a month and maintenance.

#### SUPERVISOR OF INDUSTRIAL TRAINING

Western House of Refuge for Women, Albion (woman) — \$50 to \$60 a month and maintenance.

#### TAILORS

New York State Reformatory, Elmira — \$60 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \*\$50 to \$55 a month and maintenance.

#### TAILORESS

New York State Soldiers and Sailors' Home, Bath — \$50 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \*\$20 to \$30 a month and maintenance.

Rome State Custodial Asylum, Rome — \*\$40 to \$50 a month and maintenance.

#### PRINTER

Craig Colony for Epileptics, Sonyea — \*\$45 to \$50 a month and maintenance.

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\*\* Increase from minimum to maximum at the rate of \$2.50 a month per annum.

\* Increase from minimum to maximum at the rate of \$5 a month per annum.



## DISCIPLINE

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### INSTRUCTORS — Military

New York State Reformatory, Elmira — \$1,800 a year and maintenance; assistant, \$900 to \$1,000 a year and maintenance.

State Agricultural and Industrial School, Industry — (major), \$660 a year and maintenance.

House of Refuge, Randall's Island, New York City — (colonel), \$1,200 a year and maintenance.

### INSTRUCTORS — Physical

New York State Reformatory, Elmira — \$1,000 to \$1,200 a year and maintenance.

Eastern New York Reformatory, Napanoch — \$1,000 to \$1,200 a year and maintenance.

State Agricultural and Industrial School, Industry — \$50 a month and maintenance.

New York State Training School for Girls, Hudson — \$50 a month and maintenance.

Western House of Refuge for Women, Albion — \$50 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \$50 a month and maintenance.

New York State School for the Blind, Batavia — \$70 a month and maintenance.

**RELIGIOUS**

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**CHAPLAINS**

New York State Reformatory, Elmira — \$1,200 a year and maintenance.

Eastern New York Reformatory, Napanoch — \$1,200 a year and maintenance.

State Agricultural and Industrial School, Industry — (resident Protestant) \$1,200 a year and maintenance; (resident Catholic) \$1,200 a year and maintenance; (visiting Rabbi) \$600 a year.

Craig Colony for Epileptics, Sonyea — \$800 to \$1,200 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath — (resident Protestant and resident Catholic) \$1,200 a year and maintenance, with dwelling, fuel and light, on Home grounds.

## MEDICAL

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### DENTISTS

New York State Reformatory, Elmira — Not to exceed \$40 a month, without maintenance.

State Agricultural and Industrial School, Industry — \$50 a month, with maintenance.

Syracuse State Institution for Feeble-Minded Children (resident) — \$50 a month and maintenance.

Letchworth Village, Thiells (visiting) — \$200 a year.

Craig Colony for Epileptics, Sonyea (resident) — \$75 per month and maintenance.

House of Refuge, Randall's Island, New York City — \$50 a month without maintenance.

Rome State Custodial Asylum, Rome — \$50 a month and maintenance.

### HOSPITAL ATTENDANTS

New York State Soldiers and Sailors' Home, Bath — \*\$25 to \$30 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford — \$30 a month and maintenance.

### MATRONS OF HOSPITAL

Must be graduates of a training school.

State Agricultural and Industrial School, Industry — \$50 a month and maintenance.

New York State Training School for Girls, Hudson — \*\$60 to \$70 a month and maintenance.

Western House of Refuge for Women, Albion — \$60 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \$60 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \$45 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

New York State Soldiers and Sailors' Home, Bath — \$60 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford — \$50 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$85 a month and maintenance.

#### ASSISTANT MATRON OF HOSPITAL

Syracuse State Institution for Feeble-Minded Children, Syracuse — \*\$20 to \$25 a month and maintenance.

#### HOSPITAL COOK

New York State Woman's Relief Corps Home, Oxford — \$30 a month and maintenance.

#### SUPERINTENDENT OF NURSES

Craig Colony for Epileptics, Sonyea — \$1,200 a year and maintenance.

#### ASSISTANT SUPERINTENDENT OF NURSES

Craig Colony for Epileptics, Sonyea — \$75 a month and maintenance.

#### CHIEF NURSES

Must be graduates of a training school.

New York State Reformatory, Elmira — \$40 a month and maintenance.

Eastern New York Reformatory, Napanoch — \$40 a month and maintenance.

State Agricultural and Industrial School, Industry — \$40 a month and maintenance.

Craig Colony for Epileptics, Sonyea (Peterson Hospital) — \$50 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$50 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$60 a month and maintenance.

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\* Increase from minimum to maximum to be as follows: First year, \$20; second year, \$22; third year and thereafter, \$25.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$50 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — †\$40 to \$50 a month and maintenance.

### CHARGE NURSE

Craig Colony for Epileptics, Sonyea (at Loomis Infirmary) — \$40 a month and maintenance.

### NURSES

Must be graduates of a training school.

State Agricultural and Industrial School, Industry — \$40 a month and maintenance; (graduate nurse for the care of contagious cases), \$50 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$40 a month and maintenance.

New York State Training School for Girls, Hudson — \$50 a month and maintenance.

Western House of Refuge for Women, Albion — \$40 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \$40 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$40 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \$50 a month and maintenance.

Rome State Custodial Asylum, Rome — \$40 a month and maintenance. Nurses who live outside of the institution are to be allowed laundry privileges.

Craig Colony for Epileptics, Sonyea — \$40 a month and maintenance.

Thomas Indian School, Iroquois — \$40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$40 a month and maintenance.

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† Increase from minimum to maximum at the rate of \$5 a month per annum

New York State Woman's Relief Corps Home, Oxford — \$40 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \$40 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$50 a month and maintenance.

#### NURSES — ORTHOPEDIC (Nongraduates)

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \$35 a month and maintenance.

#### OPTICAL SURGEONS.

New York State Reformatory, Elmira — \$40 a month, without maintenance.

State Agricultural and Industrial School, Industry — \$40 a month, without maintenance.

House of Refuge, Randall's Island, New York City — \$50 a month, without maintenance.

New York State Soldiers and Sailors' Home, Bath — \$25 a month, without maintenance.

New York State School for the Blind, Batavia — \$100 a year without maintenance.

#### OPHTHALMOLOGIST

Craig Colony for Epileptics, Sonyea (visiting) — \$25 a month and maintenance.

#### PATHOLOGIST

Craig Colony for Epileptics, Sonyea — \$2,500 a year and maintenance; (assistant) — maintenance.

#### PHARMACISTS.

New York State Reformatory, Elmira — \$45 a month and maintenance.

Eastern New York Reformatory, Napanoch — \$45 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$75 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$75 a month and maintenance.

### PHYSICIANS

New York State Reformatory, Elmira (resident) — \$2,000 a year and maintenance.

State Agricultural and Industrial School, Industry (resident) — \$1,500 to \$2,000 a year and maintenance.

House of Refuge, Randall's Island, New York City (resident).— \$1,200 to \$1,500 a year and maintenance.

New York State Training School for Girls, Hudson — (resident, woman), \*\$1,500 to \$1,800 a year and maintenance.

Western House of Refuge for Women, Albion (resident, woman) — \*\$1,000 to \$1,200 a year and maintenance.

New York State Reformatory for Women, Bedford Hills (resident woman) — \*1,500 to \$1,800 a year and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman) — \$1,000 a year and maintenance; (man), \$1,200 a year and maintenance for self and family.

State Custodial Asylum for Feeble-Minded Women, Newark (resident, woman) — \*\$1,200 to \$1,500 a year and maintenance.

Rome State Custodial Asylum, Rome (man — first) — \*\$1,800 to \$2,000 a year and maintenance for self and family.

New York State School for the Blind, Batavia — \$300 a year, with maintenance.

Thomas Indian School, Iroquois — \$400 a year without maintenance.

New York State Soldiers and Sailors' Home, Bath — \*\$2,000 to \$2,500 a year and maintenance for self and family.

New York State Woman's Relief Corps Home, Oxford (resident) — \$1,500 a year and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \*\$1,200 to \$1,500 a year and maintenance.

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\* Increase from minimum to maximum at the rate of \$100 per annum.

## ASSISTANT PHYSICIANS

New York State Reformatory, Elmira — \$1,200 a year and maintenance.

Eastern New York Reformatory, Napanoch — \$1,500 a year and maintenance.

New York State Training School for Girls, Hudson — (resident, woman), \*\$1,000 to \$1,200 a year and maintenance.

New York State Reformatory for Women, Bedford Hills — \*\$1,000 to \$1,200 a year and maintenance.

Rome State Custodial Asylum, Rome — \$900 to \$1,200 a year and maintenance increase from minimum to maximum after one year's service. (Clinical assistant) \$600 a year and maintenance.

Letchworth Village, Thiells — (first) — \$1,500 to \$2,000 a year with maintenance for self and family. (Junior assistant) — \$1,200 a year and maintenance.

Craig Colony for Epileptics, Sonyea (first assistant physician) — \*\$2,000 to \$2,500 a year and maintenance; (woman), \*\$1,000 to \$1,500 a year and maintenance; (second assistant physician) — \*\$1,500 to \$2,000 a year and maintenance; (third assistant physician) — \*\$1,200 to \$1,500 a year and maintenance; (junior assistant physician) — \*\$900 to \$1,200 a year and maintenance; (†medical internes) — \$800 a year and maintenance.

New York State Soldiers and Sailors' Home (assistant surgeon) — \$1,200 a year and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — (first assistant surgeon) — \$800 a year; at least two visits on two different days of each week are to be made to the institution.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook (first assistant physician) — \$1,800 a year and maintenance; (second assistant physician) — \$1,200 a year and maintenance; (third assistant physician) — \$1,000 a year and maintenance; medical internes — \$50 to \$62.50 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$100 per annum.

† One medical interne allowed for each 250 inmates up to 1,000.



**SPECIALIST — Eye, Ear, Nose and Throat**  
Letchworth Village, Thiells (visiting)— \$200 a year.

**SPECIAL ATTENDANT — Laboratory**  
Craig Colony for Epileptics, Sonyea — \*\*\$35 to \$40 a month and maintenance.

**RHINOLOGIST AND LARYNGOLOGIST**  
New York House of Refuge, Randall's Island, New York City  
— (visiting) — \$50 a month without maintenance.

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\*\* Increase from minimum to maximum at the rate of \$5 a month per annum.

## DOMESTIC

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### DOMESTICS

Classified for all institutions, except Letchworth Village, at the rate of \$18 to \$20 a month and maintenance; increase from minimum to maximum at the rate of \$2 a month per annum.

Letchworth Village, Thiells — \*\*\$20 to \$25 a month and maintenance.

### HOUSEKEEPERS

New York State Reformatory, Elmira — \$30 a month and maintenance.

Eastern New York Reformatory, Napanoch — \$25 a month and maintenance.

State Agricultural and Industrial School, Industry — \$25 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$30 a month and maintenance.

New York State Training School for Girls, Hudson — \$25 a month and maintenance; if the housekeeper in the Reception House also acts as cook, \$40 a month and maintenance.

Western House of Refuge for Women, Albion — \$25 a month and maintenance; if the housekeeper in the Reception House also acts as cook, \$35 a month and maintenance.

New York State Reformatory for Women, Bedford Hills — \$25 a month and maintenance; if the housekeeper in the Reception House also acts as cook, \*\$35 to \$40 a month and maintenance; (Administration building) \$25 to \$30 a month and maintenance; housekeeper and cook (in cottage for male employees), \$25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse \$50 a month and maintenance; garden house, city, \$18 a month and maintenance; farmhouse, Fairmont, \$25 a month and maintenance; (garden-cottage) \*\$20 to \$25 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$2.50 a month per annum.

New York State School for the Blind, Batavia — \$25 a month and maintenance.

Thomas Indian School, Iroquois — †\$20 to \$25 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford — \$40 a month and maintenance; assistant housekeeper, \$25 a month and maintenance.

### WAITERS

State Agricultural and Industrial School, Industry (waitresses) — \$20 a month and maintenance.

House of Refuge, Randall's Island, New York City (waitresses) — \*\$18 to \$20 a month and maintenance.

New York State Training School for Boys, Yorktown Heights (waitresses) — \*\$18 to \$20 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (waitresses) — \*\$18 to \$20 a month and maintenance.

Rome State Custodial Asylum, Rome (waitresses) — \*18 to \$20 a month and maintenance.

Craig Colony for Epileptics, Sonyea (chambermaid and waitress) — \*\$18 to \$20 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (chambermaid and waitress) — \$20 a month and maintenance; waiters, men, non-members, \$25 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw (chambermaid and waitress) — \*\$18 to \$20 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook (head waitress) — \$25 per month and maintenance; (waitresses) — \$6 to \$20 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$2 a month per annum.

† Increase from minimum to maximum at the rate of \$2.50 a month per annum.

## KITCHEN

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### CHEFS

New York State Reformatory, Elmira — \$75 a month and maintenance.

Eastern New York Reformatory, Napanoch — \$75 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$75 a month and maintenance.

### COOKS

New York State Reformatory, Elmira (man, head) — \$50 a month and maintenance.

Eastern New York Reformatory, Napanoch (man, head) — \$50 a month and maintenance.

State Agricultural and Industrial School, Industry (man, head) — \$50 a month and maintenance; (woman, head) \$40 a month and maintenance; other cooks, \$30 a month and maintenance.

House of Refuge, Randall's Island, New York City (head) — \$50 a month and maintenance; other cooks, \$25 a month and maintenance.

New York State Training School for Boys, Yorktown Heights — \$50 a month and maintenance for head cook; \$40 a month and maintenance for other cooks.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman, head) — \$35 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \$35 a month and maintenance.

Rome State Custodial Asylum, Rome (women, head) — \*\$35 to \$40 a month and maintenance.

Letchworth Village, Thiells — \*\$35 to \$40 a month and maintenance.

Craig Colony for Epileptics, Sonyea (woman, head) — \$40 to \$50 a month and maintenance; (first grade) \$30 to \$35 a month and maintenance; (cottage) \$25 to \$30 a month and maintenance; (assistant) \$25 to \$30 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

New York State School for the Blind, Batavia (woman) —  
\*\*\$35 to \$40 a month and maintenance.

Thomas Indian School, Iroquois (woman) — \*\$20 to \$25 a  
month and maintenance.

New York State Soldiers and Sailors' Home, Bath (man, mess  
hall) — \$35 a month and maintenance; (man, hospital) \$60  
a month and maintenance; (diet cook, hospital) \$25 a month  
and maintenance.

New York State Woman's Relief Corps Home, Oxford — \$60 a  
month and maintenance.

New York State Hospital for the Care of Crippled and Deformed  
Children, West Haverstraw — \$35 a month and mainte-  
nance.

New York State Hospital for the Treatment of Incipient Pul-  
monary Tuberculosis, Raybrook — \*\*\$75 to \$85 a month  
and maintenance.

#### ASSISTANT COOKS

House of Refuge, Randall's island, New York City — \$25 a  
month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse  
(woman) — \$30 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark —  
\$20 a month and maintenance.

Rome State Custodial Asylum, Rome — \*\*\$25 to \$30 a month  
and maintenance.

Letchworth Village, Thiells — ††\$25 to \$30 a month and mainte-  
nance.

Craig Colony for Epileptics, Sonzea — ††\$20 to \$25 a month and  
maintenance.

New York State School for the Blind, Batavia — †\$16 to \$20 a  
month and maintenance.

Thomas Indian School, Iroquois — \$20 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$35 a  
month and maintenance.

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\* Increase from minimum to maximum to be as follows: First year, \$20; second  
year, \$22; third year and thereafter, \$25.

\*\* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum at the rate of \$1 a month per annum.

†† Increase from minimum to maximum at the rate of \$2.50 a month per annum.

New York State Woman's Relief Corps Home, Oxford — \*\*\$25 to \$30 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook (first assistant) — \$50 a month and maintenance; (assistant) \$30 a month and maintenance.

### KITCHEN HELPERS

State Agricultural and Industrial School, Industry (man) — \*\$15 to \$20 a month and maintenance.

Rome State Custodial Asylum, Rome (man) — \$15 a month and maintenance.

### SUPERINTENDENT MESS HALL AND KITCHEN

New York State Soldiers and Sailors' Home, Bath — \$65 a month and maintenance.

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\* Increase from minimum to maximum as follows: First year, \$15; second year, \$17; third year and thereafter, \$20.

\*\* Increase from minimum to maximum at the rate of \$5 a month per annum.

**BAKERY**

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**BAKER**

Syracuse State Institution for Feeble-Minded Children, Syracuse  
— \*\$40 to \$50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark —  
\*\$40 to \$50 a month and maintenance.

Rome State Custodial Asylum, Rome — \$60 a month and main-  
tenance.

Craig Colony for Epileptics, Sonyea — \*\$55 to \$60 a month and  
cottage, with fuel and light, on the Colony grounds.

New York State School for the Blind, Batavia — \$40 a month  
and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$60 a month  
and maintenance.

New York State Hospital for the Treatment of Incipient Pul-  
monary Tuberculosis, Raybrook (man) — \$50 a month and  
maintenance.

**ASSISTANT BAKER**

Craig Colony for Epileptics, Sonyea — \$35 a month and mainte-  
nance.

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\* Increase from minimum to maximum at the rate of \$5 per month per annum.

## LAUNDRY

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### HEAD LAUNDRYMEN AND LAUNDRESSES

State Agricultural and Industrial School, Industry (woman) — \$25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman) — \$30 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (head laundress) — \$35 a month and maintenance; (laundress) \$25 a month and maintenance.

Rome State Custodial Asylum, Rome — \*\$50 to \$60 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$65 to \$70 a month and maintenance.

Letchworth Village, Thiells — (head laundrymen) \$50 a month and maintenance; (head laundress) †\$35 to \$40 a month and maintenance; (other laundresses) †\$25 to \$30 a month and maintenance.

New York State School for the Blind, Batavia (woman) — \$25 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$40 a month and maintenance.

Thomas Indian School, Iroquois — \*\$30 to \$35 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \$25 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford (woman) — \*\$25 to \$30 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$40 a month and maintenance.

### LAUNDRYMEN AND LAUNDRESSES

House of Refuge, Randall's Island, New York City (laundresses) — \$20 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum at the rate of \$2.50 a month per annum.



Syracuse State Institution for Feeble-Minded Children, Syracuse (laundresses) — \$20 a month and maintenance.

Rome State Custodial Asylum, Rome (laundresses) — \$20 a month and maintenance.

Craig Colony for Epileptics, Sonyea (laundresses) — \$20 a month and maintenance; (laundryman) \$35 a month and maintenance.

Letchworth Village, Thiells — †\$25 to \$30 a month and maintenance.

New York State School for the Blind, Batavia (laundresses) — \$20 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$20 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford (laundresses) — \$20 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \$20 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook — \$20 a month and maintenance.

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† Increase from minimum to maximum at the rate of \$2.50 a month per annum.

## BUILDINGS AND REPAIRS

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### BLACKSMITHS

Rome State Custodial Asylum, Rome — \*\$40 to \$50 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$50 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$40 a month and maintenance.

Letchworth Village, Thiells — \$50 a month and maintenance.

### BRICKMAKER

Craig Colony for Epileptics, Sonyea — \$75 a month and maintenance.

### CARPENTERS

New York State Reformatory, Elmira — \$50 a month, with maintenance.

State Agricultural and Industrial School, Industry — \$50 a month, with maintenance.

House of Refuge, Randall's Island, New York City — \$50 a month and maintenance.

New York State Training School for Boys, Yorktown Heights — \$50 a month and maintenance.

New York State Training School for Girls, Hudson — \$55 a month, with maintenance.

Western House of Refuge for Women, Albion — \$50 a month, with maintenance.

New York State Reformatory for Women, Bedford Hills — \$50 a month, with maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$45 a month, with maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark — \$50 a month, with maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

Rome State Custodial Asylum, Rome — \$60 a month and maintenance.

Letchworth Village, Thiells — (Head) \$75 a month and maintenance; others, \$50 a month and maintenance.

Craig Colony for Epileptics, Sonyea (head) — \$75 a month and maintenance; others \*\$50 to \$60 a month and maintenance.

New York State School for the Blind, Batavia — \$50 a month, with maintenance.

New York State Soldiers and Sailors' Home, Bath — \$50 a month, with maintenance.

### MASON

Rome State Custodial Asylum — \*\$50 to \$60 a month and maintenance.

### MASON AND BRICKLAYER

Craig Colony for Epileptics, Sonyea — \*\$50 to \$60 a month and maintenance.

### MASON AND GENERAL HELPER

New York State Training School for Girls, Hudson — \$75 a month, without maintenance. (Temporary.)

### MASON AND GENERAL REPAIRER

Thomas Indian School, Iroquois — \*\$60 to \$75 a month and maintenance.

### MASTER MECHANIC AND CARPENTER

New York State Soldiers and Sailors' Home, Bath — \$75 a month, with maintenance.

### MATTRESS MAKER

Craig Colony for Epileptics, Sonyea — \$50 a month and maintenance.

### PAINTERS

New York State Training School for Girls, Hudson — \$40 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$40 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

Rome State Custodial Asylum, Rome — \*\$40 to \$50 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$50 a month and cottage, with fuel and light on Colony grounds.

State Custodial Asylum for Feeble-Minded Women, Newark — \$40 a month and maintenance.

Letchworth Village, Thiells — \$40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$40 a month and maintenance.

#### PLUMBER

State Agricultural and Industrial School, Industry — \*\$50 to \$60 a month and maintenance.

House of Refuge, Randall's Island, New York City — \$50 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \$60 a month and maintenance.

Letchworth Village, Thiells — \$60 a month and maintenance.

#### SHOEMAKER

Craig Colony for Epileptics, Sonyea — \$50 a month and maintenance.

Rome State Custodial Asylum, Rome — \$40 a month and maintenance.

#### TINSMITH

Craig Colony for Epileptics, Sonyea — \$45 a month and maintenance.

#### REPAIRER

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw — \$35 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford — \$50 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum

## FARM AND GROUNDS

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### CHAUFFEUR

New York State Reformatory, Elmira — \$60 a month and maintenance.

Letchworth Village, Thiells — \$60 a month and maintenance.

### FARM MANAGER

Letchworth Village, Thiells — \$1,500 to \$1,800 a year and maintenance.

### SUPERVISOR OF COLONY FARMS

State Agricultural and Industrial School, Industry — \$1,500 a year and maintenance.

New York State Training School for Boys, Yorktown Heights — \$100 a month and maintenance.

### FARMERS

New York State Reformatory, Elmira (guard) — For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

Eastern New York Reformatory, Napanoch (guard) — For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service \$1,100; for the fifth year's service and thereafter, \$1,200.

State Agricultural and Industrial School, Industry — \$50 a month and maintenance.

House of Refuge, Randall's Island, New York City (guard) — \*\$40 to \$50 a month and maintenance.

New York State Training School for Boys, Yorktown Heights — \$45 a month and maintenance.

New York State Training School for Girls, Hudson — \$75 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

New York State Reformatory for Women, Bedford Hills — (woman) — \$75 a month and maintenance.

Western House of Refuge for Women, Albion — \$50 to \$60 a month and maintenance, with use of farmhouse.

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$50 a month and maintenance.

Rome State Custodial Asylum, Rome — \$50 to \$75 a month and maintenance.

Letchworth Village, Thiells — \$75 a month and maintenance.

Craig Colony for Epileptics, Sonyea (head farmer) — \*\$60 to \$75 a month and maintenance; others, \$50 a month and cottage, with fuel and light, on Colony grounds.

New York State School for the Blind, Batavia — \*\$40 to \$50 a month and maintenance.

Thomas Indian School, Iroquois — \*\$50 to \$60 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$60 a month and maintenance, and dwelling, with fuel and light, on the Home grounds, and maintenance for his wife as compensation for her services.

New York State Woman's Relief Corps Home, Oxford — \$75 a month and maintenance.

#### ASSISTANT FARMER

Craig Colony for Epileptics, Sonyea — \$45 a month and maintenance.

New York State School for the Blind, Batavia (coachman and assistant farmer) — \$40 a month and maintenance.

#### FLORISTS

House of Refuge, Randall's Island, New York City — \$60 a month and maintenance.

New York State School for the Blind, Batavia — \$50 a month and board.

New York State Soldiers and Sailors' Home, Bath (florist and superintendent of grounds and cemetery) — \*\$60 to \$75 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

## FOREMAN

State Custodial Asylum for Feeble-Minded Women, Newark.—  
\$60 to \$75 a month and maintenance.

## GARDEN MATRON

New York State Training School for Girls, Hudson — \$40 a  
month and maintenance.

## GARDENERS

New York State Reformatory, Elmira (guard) — for the first  
year's service, \$800; for the second year's service, \$900; for  
the third year's service, \$1,000; for the fourth year's service,  
\$1,100; for the fifth year's service and thereafter, \$1,200.

Western House of Refuge for Women, Albion — \$40 a month and  
maintenance.

New York State Reformatory for Women, Bedford Hills — \$40 a  
month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse  
— \$45 a month and maintenance.

Rome State Custodial Asylum, Rome — \*\$40 to \$50 a month and  
maintenance.

Craig Colony for Epileptics, Sonyea (and florist) — \$60 a month  
and maintenance.

New York State Soldiers and Sailors' Home, Bath — \$45 a month  
and maintenance.

New York State Hospital for the Care of Crippled and Deformed  
Children, West Haverstraw — \$45 a month and maintenance.

Thomas Indian School, Iroquois (gardener and poultryman)—  
\*\$40 to \$50 a month and maintenance.

## LABORERS

At all institutions — \$35 a month and maintenance.

## TEAMSTERS

At all institutions — \$40 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

## DAIRYMAN

Rome State Custodial Asylum, Rome — \*\$40 to \$50 a month and maintenance.

Letchworth Village, Thiells — \$600 a year and maintenance.

Craig Colony for Epileptics, Sonyea — \$50 a month and maintenance.

## BUTCHER

State Agricultural and Industrial School, Industry — \$60 a month and maintenance.

Rome State Custodial Asylum, Rome (and meat cutter) — \*\$40 to \$45 a month and maintenance.

Craig Colony for Epileptics, Sonyea — \*\$40 to \$45 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (meat cutter) — \$40 a month and maintenance.

## POULTRYMAN

Letchworth Village, Thiells — \$50 a month and maintenance.

## MEAT CUTTER

Syracuse State Institution for Feeble-Minded Children, Syracuse — \$45 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.



**TABLES OF THE CLASSIFICATIONS OF POSITIONS  
AND SALARIES IN THE STATE CHARITABLE  
INSTITUTIONS, JULY 31, 1915**

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**NEW YORK STATE REFORMATORY, ELMIRA**

**ADMINISTRATION DEPARTMENT**

Superintendent — \$5,000 a year with house and maintenance; for self and family; also acts as Superintendent of Eastern New York Reformatory, Napanoch.

Assistant Superintendent — \$3,500 a year, with house and maintenance for self and family.

Transfer agent — \$100 a month and maintenance.

Chief parole officer — \$1,800 a year.

Stenographer to chief parole officer — \$720 a year and maintenance.

Assistant parole agents — \$1,200 a year.

Chief Clerk — \$1,800 a year and maintenance.

Clerk — For the first year's service, \$600; for the second year's service, \$720; for the third year's service, \$840; and for the fourth year's service and thereafter, \$960.

Coachman — \$50 a month and maintenance.

Bertillon Measurer — \$1,200 a year and maintenance.

Telegrapher (clerk) — For the first year's service, \$720; for the second year's service, \$840; for the third year's service, and thereafter, \$960, with maintenance.

Stenographer and private secretary — \$1,200 a year and maintenance.

**FINANCE DEPARTMENT**

Bookkeeper (man) — For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

Clerk — For the first year's service, \$600; for the second year's service, \$720; for the third year's service, \$840; and for the fourth year's service and thereafter, \$960.

Steward — \$1,500 a year and maintenance.

Storekeeper (guard) — For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

## SUPERVISION DEPARTMENT

Chief Guard — \$1,200 a year and maintenance.

Guards — For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

## ENGINEERING DEPARTMENT

Engineer and Electrician — \$1,400 a year and maintenance.

Assistant Engineer and Electrician — \$75 a month and maintenance.

Fireman — \$45 a month and maintenance

Laborer — \$35 a month and maintenance.

## EDUCATIONAL — SCHOLASTIC DEPARTMENT

Superintendent — \$1,800 a year and maintenance.

Teacher — Freehand Drawing — Not to exceed \$300 per annum for lessons.

Teacher — Music — \$1,200 a year, with maintenance.

## EDUCATIONAL — INDUSTRIAL DEPARTMENT

Superintendent of Trade Schools — \$1,500 to \$1,800 a year and maintenance.

Instructors' salary †\$800 to \$1,200 a year.

Instructor — Baking.

Instructor — Sloyd.

Instructor — Blacksmithing.

Instructor — Steam and Gas

Instructor — Bookbinding.

Fitting (occasional employ-

Instructor — Brass-smithing.

ment), not to exceed \$200 a year.

Instructor — Carpentry.

Instructor — Tailoring.

Instructor — Machinery.

Instructor — Telegraphy.

Instructor — Masonry and  
Bricklaying.

Instructor — Tinsmithing.

Instructor — Molding.

Instructor — Upholstering.

Instructor — Painting.

Instructor — Woodcarving.

Instructor — Plumbing.

Instructor — Woodworking

Instructor — Printing.

Machinery and

Instructor — Shoemaking.

Cabinet-making.

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† Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

## INDUSTRIAL DEPARTMENT

Tailor — \$60 a month and maintenance.

Coffee roaster (and assistant to soapmaker) — \$60 a month and maintenance.

## DISCIPLINE DEPARTMENT

Instructor — Military — \$1,800 a year and maintenance; assistant, \$900 to \$1,000 a year and maintenance.

Instructor — Physical — \$1,000 to \$1,200 a year and maintenance.

## RELIGIOUS DEPARTMENT

Chaplain — \$1,200 a year and maintenance.

## MEDICAL DEPARTMENT

Dentist — Not to exceed \$40 a month, without maintenance.

Chief Nurse — \$40 a month and maintenance.

Optical Surgeon — \$40 a month, without maintenance.

Pharmacist — \$45 a month and maintenance.

Physician (resident) — \$2,000 a year and maintenance.

Assistant Physician — \$1,200 a year and maintenance.

## DOMESTIC DEPARTMENT

Domestic — †\$18 to \$20 a month and maintenance.

Housekeeper — \$30 a month and maintenance.

## KITCHEN DEPARTMENT

Chef — \$75 a month and maintenance.

Cook (man, head) — \$50 a month and maintenance.

## BUILDINGS AND REPAIRS DEPARTMENT

Carpenter — \$50 a month with maintenance.

## FARM AND GROUNDS DEPARTMENT

Chauffeur — \$60 a month and maintenance.

Farmer (guard) — \*\$800 to \$1,200 a year.

Gardener (guard) — \*\$800 to \$1,200 a year.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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\* Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

† Increase from minimum to maximum to be at the rate of \$2 a month per annum.

## EASTERN NEW YORK REFORMATORY, NAPANOCH

## ADMINISTRATION DEPARTMENT

Superintendent — \$5,000 a year with house and maintenance; also acts as Superintendent of New York State Reformatory, Elmira.

Assistant Superintendent — \$3,500 a year, with house and maintenance for self and family.

Assistant parole agent — \$1,200 a year.

Stenographer (man) \$75 a month and maintenance.

Agent (transfer agent) — \$100 a month and maintenance.

Chief Clerk — \$1,500 a year and maintenance.

Clerk — \*\*\$600–\$960 a year.

Coachman — \$50 a month and maintenance.

## FINANCE DEPARTMENT

Clerk — \*\*\$600–\$960 a year.

Steward — \$1,200 a year and maintenance.

Storekeeper (guard) — †\$800–\$1,200 a year.

## SUPERVISION DEPARTMENT

Chief Guard — \$1,200 a year and maintenance.

Captain of the Guard — \$1,350 a year and maintenance.

Guard — †\$800–\$1,200 a year.

## ENGINEERING DEPARTMENT

Engineer and Electrician — \$100 a month and maintenance.

Assistant Engineer and Electrician — \*\$50 to \$65 a month and maintenance.

Fireman — \$45 a month and maintenance.

Laborer — \$35 a month and maintenance.

## EDUCATIONAL — SCHOLASTIC DEPARTMENT

Teacher — Principal teacher, \$900 to \$1,200 a year and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

\*\* Increase from minimum to maximum to be as follows: For the first year's service, \$600; for the second year's service, \$720; for the third year's service, \$840; for the fourth year's service and thereafter, \$960.

† Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

## EDUCATIONAL — INDUSTRIAL DEPARTMENT

Supervisor of Construction Work — \$2,100 a year; to be paid proportionately by the New York State Reformatory at Elmira and the Eastern New York Reformatory, Napanoch, according to the amount of work to be done in them, respectively.

Instructor — Baking — \*\*\$800—\$1,200 a year.

Instructor — Blacksmithing — \*\*\$800—\$1,200 a year.

Instructor — Carpentry — \*\*\$800—\$1,200 a year.

Instructor — Masonry and Bricklaying — \*\*\$800—\$1,200 a year.

Instructor — Painting — \*\*\$800—\$1,200 a year.

Instructor — Plumbing — \*\*\$800—\$1,200 a year.

Instructor — Shoemaking — \*\*\$800—\$1,200 a year.

Instructor — Stonecutting (quarryman) — \*\*\$800—\$1,200 a year.

Instructor — Tailoring — \*\*\$800—\$1,200 a year.

## DISCIPLINE DEPARTMENT

Instructor — Physical — \$1,000 to \$1,200 a year and maintenance.

## RELIGIOUS DEPARTMENT

Chaplains — \$1,200 a year and maintenance.

## MEDICAL DEPARTMENT

Chief Nurse — \$40 a month and maintenance.

Pharmacist — \$45 a month and maintenance.

Assistant Physician — \$1,500 a year and maintenance.

## DOMESTIC DEPARTMENT

Domestic — †\$18 to \$20 a month and maintenance.

Housekeeper — \$25 a month and maintenance.

## KITCHEN DEPARTMENT

Chef — \$75 a month and maintenance.

Cook (man, head) — \$50 a month and maintenance.

## FARM AND GROUNDS DEPARTMENT

Farmer (guard) — \*\*\$800—\$1,200 a year.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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\*\* Increase from minimum to maximum to be as follows: For the first year's service, \$800; for the second year's service, \$900; for the third year's service, \$1,000; for the fourth year's service, \$1,100; for the fifth year's service and thereafter, \$1,200.

† Increase from minimum to maximum at the rate of \$2 a month per annum.

**STATE AGRICULTURAL AND INDUSTRIAL SCHOOL,  
INDUSTRY****ADMINISTRATION DEPARTMENT**

Superintendent — \$4,000 a year and maintenance for self and family.

Assistant Superintendent — \$2,000 a year and maintenance, for self and family.

Agent — (Parole agent) — \$1,200 a year and maintenance.

Chief Clerk — \$75 a month and maintenance, with house, fuel and light.

Clerk — (Superintendent's clerk and other clerks) — \$45 a month and maintenance.

Coachman — \$40 a month and maintenance.

Organist — (Organist and Usher — Protestant) — \$660 a year and maintenance.

Organist — (Organist — Catholic) — \$336 a year and maintenance.

Parole Officers — \$100 a month, without maintenance.

Stenographer — \$55 a month and maintenance.

Telephone Operator — \$35 a month and maintenance.

Night Watchman — \$45 a month and maintenance.

**FINANCE DEPARTMENT**

Clerk — (chief clerk) \$900 a year and maintenance; (clerk, woman) \$60 a month and maintenance.

Steward — \$1,500 a year with maintenance for self and family.

Storekeeper — \*\$65 to \$75 a month and maintenance.

**SUPERVISION DEPARTMENT**

Inspector — \$1,200 a year and maintenance.

Attendant (woman) — \$25 a month and maintenance.

Chief Guard — \$60 a month and maintenance.

Guard — \$50 a month and maintenance; (disciplinary cottage) \$55 a month and maintenance.

Matron — \$1,200 a year and maintenance; (fourth division) — \$1,000 a year and maintenance; (disciplinary cottage) \$40 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

Assistant Matron (fourth division) — \$40 a month and maintenance; (wives of Supervisors of Farm Cottages) — \$30 a month and maintenance.

Supervisor (farm cottages) — \*\$50 to \$60 a month and maintenance; (disciplinary cottage) — \$1,000 a year and maintenance.

#### ENGINEERING DEPARTMENT

Engineer and Electrician — \$1,500 a year and maintenance.

Assistant Engineer and Electrician — \*\$60 to \$75 a month and maintenance.

Fireman — \$45 a month and maintenance.

#### EDUCATIONAL — SCHOLASTIC DEPARTMENT

Superintendent — \$1,200 a year and maintenance.

Teacher — Arithmetic — \*\$50 to \$75 a month and maintenance.

Teacher — Bookkeeping — \*\$50 to \$75 a month and maintenance.

Teacher — Clay Modeling — \$25 a month.

Teacher — Freehand Drawing — \*\$50 to \$75 a month and maintenance.

Teacher — General — \*\$50 to \$75 a month and maintenance.

Teacher — Geography — \*\$50 to \$75 a month and maintenance.

Teacher — Geometry — \*\$50 to \$75 a month and maintenance.

Teacher — History — \*\$50 to \$75 a month and maintenance.

Teacher — Language — \*\$50 to \$75 a month and maintenance.

Teacher — Music — \*\$50 to \$75 a month and maintenance.

Teacher — Reading — \*\$50 to \$75 a month and maintenance.

Teacher — Science — \*\$50 to \$75 a month and maintenance.

#### EDUCATIONAL — INDUSTRIAL DEPARTMENT

Instructor — Baking — \$60 a month and maintenance.

Instructor — Band — \$75 a month and maintenance.

Instructor — Blacksmithing — \*\$65 to \$75 a month and maintenance.

Instructor — Bookbinding — \*\$65 to \$75 a month and maintenance.

Instructor — Carpentry — \*\$65 to \$75 a month and maintenance.

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\* Increase from minimum to maximum to be at the rate of \$5 a month per annum.

Instructor — Creamery work, butter and cheese making — \$60 a month and maintenance.

Instructor — Electrical Construction — \$75 a month and maintenance.

Instructor — Laundering (man) — \$60 a month and maintenance; (woman) — \$30 a month and maintenance.

Instructor — Machinery — \*\$65 to \$75 a month and maintenance.

Instructor — Manual Training (woman) — \$45 a month and maintenance.

Instructor — Masonry and Bricklaying — \*\$65 to \$75 a month and maintenance.

Instructor — Milling — \*\$65 to \$75 a month and maintenance.

Instructor — Molding — \*\$65 to \$75 a month and maintenance.

Instructor — Painting — \*\$65 to \$75 a month and maintenance.

Instructor — Pattern-making — \*\$65 to \$75 a month and maintenance.

Instructor — Printing — \*\$65 to \$75 a month and maintenance.

Instructor — Shoemaking — \*\$65 to \$75 a month and maintenance.

Instructor — Steam and Gas Fitting — \*\$65 to \$75 a month and maintenance.

Instructor — Tailoring — \*\$65 to \$75 a month and maintenance.

#### DISCIPLINE DEPARTMENT

Instructor — Military (major) — \$660 a year and maintenance.

Instructor — Physical — \$50 a month and maintenance.

#### RELIGIOUS DEPARTMENT

Chaplain (resident Protestant) — \$1,200 a year and maintenance; (resident Catholic) — \$1,200 a year and maintenance.

Rabbi — (visiting) — \$600 a year.

#### MEDICAL DEPARTMENT

Dentist — \$50 a month, with maintenance.

Matron of Hospital — \$50 a month and maintenance.

Chief Nurse — \$40 a month and maintenance.

Nurse — \$40 a month and maintenance; (graduate nurse for the care of contagious cases), \$50 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.



Optical Surgeon — \$40 a month, without maintenance.

Physician (resident) — \$1,500 to \$2,000 a year and maintenance.

#### DOMESTIC DEPARTMENT

Domestic — ‡\$18 to \$20 a month and maintenance.

Housekeeper — \$25 a month and maintenance.

Waiter (waitress) — \$20 a month and maintenance.

#### KITCHEN DEPARTMENT

Cooks (man, head) — \$50 a month and maintenance; (woman, head) — \$40 a month and maintenance; other cooks, \$30 a month and maintenance.

Kitchen Helpers (men) — \*\$15 to \$20 a month and maintenance.

#### LAUNDRY DEPARTMENT

Head Laundress — \$25 a month and maintenance.

#### BUILDINGS AND REPAIRS DEPARTMENT

Carpenter — \$50 a month, with maintenance.

Plumber and Tinsmith — \*\*\$50 to \$60 a month and maintenance.

#### FARM AND GROUNDS DEPARTMENT

Supervisor of Colony Farms — \$1,500 a year and maintenance.

Farmer — \$50 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

Butcher — \$60 a month and maintenance.

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### HOUSE OF REFUGE, RANDALL'S ISLAND, NEW YORK CITY

#### ADMINISTRATION DEPARTMENT

Superintendent — \$4,000 a year and maintenance for self and family.

Assistant Superintendent — \$1,800 a year and maintenance.

Agent (parole agent, man) — \$1,200 a year and maintenance;  
(assistant parole agent, man) — \$60 to \$75 a month and maintenance.

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\* Increase from minimum to maximum as follows: First year, \$15; second year, \$17; third year and thereafter, \$20.

\*\* Increase from minimum to maximum to be at the rate of \$5 a month per annum.

‡ Increase from minimum to maximum at the rate of \$2 a month per annum.

Captain of Boat (captain of ferry boat "Refuge") — \$105 a month and maintenance.

Chief Clerk — \$1,200 a year and maintenance.

Messenger — \$15 a month and maintenance.

Stenographer — \$50 a month and maintenance.

#### FINANCE DEPARTMENT

Bookkeeper — \$1,000 a year and maintenance.

Clerk — \$60 a month and maintenance.

Clerk (treasurer's clerk) — \$25 a month, without maintenance.

Steward — \$1,500 a year and maintenance.

Storekeeper — \$55 a month and maintenance.

#### SUPERVISION DEPARTMENT

Attendant (woman) — \*\$20 to \$25 a month and maintenance;  
man at waiting room on dock — \$40 a month, with maintenance.

Chief Guard — \$60 a month and maintenance.

Guard — †\$40 to \$50 a month and maintenance.

Matron — \$1,200 a year and maintenance.

Assistant Matron — \$40 a month and maintenance.

#### ENGINEERING DEPARTMENT

Engineer and Electrician — \$100 a month and maintenance.

Engineer of boat "Refuge" — \$80 a month and maintenance.

Assistant Engineer and Electrician — †\$60 to \$75 a month and maintenance.

Fireman — \$45 a month and maintenance.

#### EDUCATIONAL — SCHOLASTIC DEPARTMENT

Superintendent — \$1,500 a year and board.

Assistant Superintendent — \$80 a month and board.

Teacher — General — †\$50 to \$70 a month and such meals as may be necessary.

Teacher — Music — †\$50 to \$60 a month and such meals as may be necessary.

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\* Increase from minimum to maximum as follows: First year, \$20 per month; second year, \$22 per month; third year and thereafter, \$25 per month.

† Increase from minimum to maximum at the rate of \$5 a month per annum.

## EDUCATIONAL — INDUSTRIAL DEPARTMENT

- Instructor — Baking — \$65 a month and maintenance.
- Instructor — Band — \*\$65 to \$75 a month and maintenance.
- Instructor — Blacksmithing — \*\$65 to \$75 a month and board.
- Instructor — Bookbinding — \*\$65 to \$75 a month and board.
- Instructor — Carpentry — \*\$65 to \$75 a month and board.
- Instructor — Drawing and Wood Carving — \*\$65 to \$75 a month and board.
- Instructor — Electrical Construction — \$60 a month and maintenance.
- Instructor — Laundering (man) — \$60 a month and maintenance; (woman) — \$30 a month and maintenance.
- Instructor — Machinery — \*\$65 to \$75 a month and board.
- Instructor — Masonry and Bricklaying — \*\$65 to \$75 a month and board.
- Instructor — Painting — \*\$65 to \$75 a month and board.
- Instructor — Plumbing — \*\$65 to \$75 a month and board.
- Instructor — Printing — \*\$65 to \$75 a month and board.
- Instructor — Shoemaking — \*\$65 to \$75 a month and board.
- Instructor — Sloyd — \*\$65 to \$75 a month and board.
- Instructor — Tailoring (man) — \*\$65 to \$75 a month and maintenance; (woman) — \$30 a month and maintenance.

## DISCIPLINE DEPARTMENT

- Instructor — Military (colonel) — \$1,200 a year and maintenance.

## MEDICAL DEPARTMENT

- Rhinologist and Laryngologist (visiting) — \$50 a month, without maintenance.
- Dentist — \$50 a month without maintenance.
- Chief Nurse — \$50 a month and maintenance.
- Nurse — \$40 a month and maintenance.
- Optical Surgeon — \$50 a month without maintenance.
- Physician (resident) — \$1,200 to \$1,500 a year and maintenance.

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\*Increase from minimum to maximum to be at the rate of \$5 a month per annum; when lodging is given to those entitled to board only. \$4 a month is to be deducted from the wages.

## DOMESTIC DEPARTMENT

Domestic — \$18 to \$20 a month and maintenance.

Housekeeper — \$30 a month and maintenance.

Waiter (waitress) \$16 to \$18 a month and maintenance.

## KITCHEN DEPARTMENT

Cooks (head) — \$50 a month and maintenance; other cooks, \$25 a month and maintenance.

Assistant Cook — \$25 a month and maintenance.

## LAUNDRY DEPARTMENT

Laundress — \$20 a month and maintenance.

## BUILDINGS AND REPAIRS DEPARTMENT

Carpenter — \$50 a month and maintenance.

Plumber — \$50 a month and maintenance.

## FARM AND GROUNDS DEPARTMENT

Florist — \$60 a month and maintenance.

Farmer (guard) — \*\*\$40 to \$50 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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NEW YORK STATE TRAINING SCHOOL FOR BOYS,  
YORKTOWN HEIGHTS

## ADMINISTRATION DEPARTMENT

Superintendent — \$4,500 a year with maintenance and dwelling for self and family; maintenance and dwelling for self and family to be allowed at the institution after the opening of the same for the care of inmates.

Bookkeeper, clerk and stenographer — \$100 per month and maintenance.

Coachman — \$40 a month and maintenance.

Expert Adviser — \$10 a day, not to exceed \$1,500 in any one year, and reasonable expenses when employed.

Guardian of the Site Property — \$50 a month and use of a house on the site.

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‡ Increase from minimum to maximum at the rate of \$2 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$5 a month per annum.

Stenographer — \$60 a month and maintenance.

Watchman — \$40 a month and maintenance.

#### DOMESTIC DEPARTMENT

Domestics — \*\$18 to \$20 a month and maintenance.

Waitresses — \*\$18 to \$20 a month and maintenance.

#### KITCHEN DEPARTMENT

Cooks — (head cook) — \$50 a month and maintenance; (other cooks) — \$40 a month and maintenance.

#### BUILDINGS AND REPAIRS DEPARTMENT

Carpenter — \$50 a month and maintenance.

#### FARM AND GROUNDS DEPARTMENT

Laborer — \$35 a month and maintenance.

Supervisor of Colony Farms — \$100 a month and maintenance.

Farmer — \$45 a month and maintenance.

Teamster — \$40 a month.

### STATE INDUSTRIAL FARM COLONY, GREEN HAVEN

#### ADMINISTRATION DEPARTMENT

Superintendent — \$3,500 a year and maintenance.

### NEW YORK STATE TRAINING SCHOOL FOR GIRLS, HUDSON

#### ADMINISTRATION DEPARTMENT

Superintendent — \$3,000 a year and maintenance for self and family.

First Assistant Superintendent — †\$1,500 to \$1,800 a year and maintenance.

Second Assistant Superintendent and Supervisor of Schools — †\$1,200 to \$1,500 a year and maintenance.

Agent — (chief parole officer, woman) — \$1,000 a year and maintenance; (parole agent, woman) — \*\*\$60 to \$75 a month and maintenance.

\* Increase from minimum to maximum at the rate of \$2 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum at the rate of \$100 a year.

Marshal (woman) — ††\$60 to \$75 a month and maintenance.

Clerk — \$50 a month and maintenance.

Stenographer (woman) — \$50 a month and maintenance.

Coachman — \$50 a month and maintenance.

#### FINANCE DEPARTMENT

Bookkeeper (woman) — ††\$40 to \$50 a month and maintenance.

Book and Storekeeper (woman) — ††\$45 to \$50 a month and maintenance.

Stenographer — \$50 a month and maintenance.

Steward (woman) — \*\$1,200 to \$1,500 a year and maintenance.

#### SUPERVISION DEPARTMENT

Guard — \$45 a month with maintenance.

Matron (Reception House) — \$70 a month and maintenance; cottage — ††\$40 to \$45 a month and maintenance. At Syphilitic Cottage — \$5 a month additional; in cottages for colored girls — ††\$45 to \$50 a month and maintenance.

Assistant Matron (first assistant, Reception House) — \$40 a month and maintenance; (assistant, Reception House) — \*\*\$30 to \$37.50 a month and maintenance; (assistant, cottage) — \*\*\$30 to \$37.50 a month and maintenance. At Syphilitic Cottage — \$40 a month and maintenance; in cottages for colored girls — \*\*\$32.50 to \$40 a month and maintenance.

Supervising Dietitian and Matron — ††\$60 to \$75 a month and maintenance.

#### ENGINEERING DEPARTMENT

Engineer and Electrician — \$100 a month and maintenance.

Assistant Engineer and Electrician — \$60 a month and maintenance.

Fireman — \$45 a month and maintenance.

#### EDUCATIONAL — SCHOLASTIC DEPARTMENT

Teachers — General — (head) ††\$75 to \$85 a month and maintenance; (others) — §\$50 to \$60 a month and maintenance.

Teacher — Music — \$40 a month and maintenance.

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\* Increase from minimum to maximum to be at the rate of \$100 a year.

\*\* Increase from minimum to maximum at the rate of \$2.50 a month per annum.

†† Increase from minimum to maximum at the rate of \$5 a month per annum.

§ Increase from minimum to maximum at the rate of \$10 a month per annum.

## EDUCATIONAL — INDUSTRIAL DEPARTMENT

Instructor — Industrial — ††\$40 to \$50 a month and maintenance.

Instructor — Cooking — ††\$40 to \$50 a month and maintenance.

Instructor — Dressmaking — ††\$40 to \$50 a month and maintenance.

Instructor — Laundering (woman) — ††\$40 to \$45 a month and maintenance.

Instructor — Sewing (women) — ††\$35 to \$45 a month and maintenance.

## DISCIPLINE DEPARTMENT

Instructor — Physical — \$50 a month and maintenance.

## MEDICAL DEPARTMENT

Matron of Hospital — ††\$60 to \$70 a month and maintenance.

Nurse — \$50 a month and maintenance.

Physician — Resident (woman) — †\$1,500 to \$1,800 a year and maintenance.

Assistant Physician — Resident (woman) — †\$1,000 to \$1,200 a year and maintenance.

## DOMESTIC DEPARTMENT

Domestic — \$18 to \$20 a month and maintenance.

Housekeeper — \$25 a month and maintenance; if the housekeeper in the reception house also acts as cook — \$40 a month and maintenance.

## BUILDINGS AND REPAIRS DEPARTMENT

Carpenter — \$55 a month with maintenance.

Mason and General Helper — \$75 a month, without maintenance.  
(Temporary.)

Painter — \$40 a month and maintenance.

## FARM AND GROUNDS DEPARTMENT

Farmer — \$75 a month and maintenance.

Garden-Matron — \$40 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

†† Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum at the rate of \$100 per annum.

§ Increase from minimum to maximum at the rate of \$2 a month per annum.

## WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION

## ADMINISTRATION DEPARTMENT

Superintendent — †\$1,500 to \$2,000 a year and maintenance for self and family.

Assistant Superintendent — †\$1,000 to \$1,200 a year and maintenance.

Agent (parole agent, woman) — \$720 a year and maintenance.

Marshal (woman) — \$60 a month and maintenance.

Stenographer (woman) — \$50 a month and maintenance.

Coachman — \$40 a month and maintenance.

Night Watchman — \$50 a month, with maintenance.

## FINANCE DEPARTMENT

Bookkeeper (woman) — \$45 a month and maintenance.

Book and Storekeeper (woman) — \$45 a month and maintenance.

Steward — \$1,200 a year and maintenance.

## SUPERVISION DEPARTMENT

Guard — \$45 a month, without maintenance.

Matron (Reception House) — \*\$60 to \$70 a month and maintenance. (Cottage) — \$40 a month and maintenance; population over 30 — \$41.66 a month and maintenance. (Garden) — \$40 a month and maintenance.

Assistant Matron (first assistant, Reception House) — \$40 a month and maintenance; (assistant, Reception House) — \*\*\$30 to \$35 a month and maintenance; (assistant, cottage) — \*\*\$30 to \$35 a month and maintenance.

## ENGINEERING DEPARTMENT

Engineer and Electrician — \$75 a month and maintenance.

Assistant Engineer and Electrician — \*\$40 to \$50 a month and maintenance.

Fireman — \$45 a month and maintenance.

Sewerage tender — \$42 a month with maintenance.

## EDUCATIONAL — SCHOLASTIC DEPARTMENT

Teachers — General — (head) \*\$75 to \$85 a month and maintenance; (others) — \*\$50 to \$60 a month and maintenance.

† Increase from minimum to maximum at the rate of \$100 per annum.

\* Increase from minimum to maximum at the rate of \$5 a month per annum.

\*\* Increase from minimum to maximum after six months' service.



## EDUCATIONAL — INDUSTRIAL DEPARTMENT

Supervisor of Industrial Training (woman) — †\$50 to \$60 a month and maintenance.

Instructor — Cooking — \$40 a month and maintenance.

Instructor — Dressmaking — \$40 a month and maintenance.

Instructor — Laundering (woman) — \$30 a month and maintenance.

Instructor — Sewing (woman) — †\$30 to \$40 a month and maintenance.

## DISCIPLINE DEPARTMENT

Instructor — Physical — \$50 a month and maintenance.

## MEDICAL DEPARTMENT

Matron of Hospital — \$60 a month and maintenance.

Nurse — \$40 a month and maintenance.

Physician (resident, woman) — \*\*\$1,000 to \$1,200 a year and maintenance.

## DOMESTIC DEPARTMENT ,

Domestic — \*\$18 to \$20 a month and maintenance.

Housekeeper — \$25 a month and maintenance; if the housekeeper in the reception house also acts as cook — \$35 a month and maintenance.

## BUILDINGS AND REPAIRS DEPARTMENT

Carpenter — \$50 a month with maintenance.

## FARM AND GROUNDS DEPARTMENT

Farmer — \$50 to \$60 a month and maintenance, with use of farmhouse.

Gardener — \$40 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$2 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$100 a year.

† Increase from minimum to maximum at the rate of \$5 a month per annum.

## NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD HILLS

### ADMINISTRATION DEPARTMENT

Superintendent — \$3,000 a year and maintenance.

First Assistant Superintendent — \$1,800 a year and maintenance.

Second Assistant Superintendent — \$1,000 to \$1,200 a year and maintenance.

Agent (parole agent — woman) — \$75 a month and maintenance.

Marshal (woman) — \$75 a month and maintenance.

Stenographer (woman) — \$50 a month and maintenance.

Clerk — \*\$40 to \$50 a month and maintenance.

Coachman — \$40 a month and maintenance.

### FINANCE DEPARTMENT

Book and Storekeeper (woman) — \$50 a month and maintenance.

Steward (woman) — \$1,200 to \$1,500 a year and maintenance.

### SUPERVISION DEPARTMENT

Guard — \$50 a month with maintenance.

Matron (Reception House) — \*\$60 to \$70 a month and maintenance. Cottage — \$40 a month; population over 30 — \$41.66 a month and maintenance. Nursery — \$40 to \$50 a month and maintenance.

Assistant Matron (first assistant, Reception House) — \$50 a month and maintenance; (assistant, Reception House) — \*\*\$30 to \$35 a month and maintenance; (assistant, cottage) — \*\*\$30 to \$35 a month and maintenance.

### ENGINEERING DEPARTMENT

Engineer and Electrician — \$100 a month and maintenance.

Plumber and Steamfitter — \*\$60 to \$75 a month and maintenance.

Assistant Engineer and Electrician — \$50 a month and maintenance.

Fireman — \$45 a month and maintenance.

### EDUCATIONAL — SCHOLASTIC DEPARTMENT

Teachers — Head, General — \*\$75 to \$85 a month and maintenance; (others) — †† \$50 to \$60 a month and maintenance.

\* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum at the rate of \$100 a year.

\*\* Increase from minimum to maximum after six months' service.

†† Increase from minimum to maximum at the rate of \$10 a month per annum.

Teachers — General — ††\$50 to \$60 a month and maintenance.

Teacher — Music — \*\*\$30 to \$35 a month and maintenance.

#### EDUCATIONAL — INDUSTRIAL DEPARTMENT

Instructor — Cooking — \$40 a month and maintenance.

Instructor — Dressmaking — \$40 a month and maintenance.

Instructor — Laundering (woman) — \$30 a month and maintenance.

Instructor — Sewing (woman) — \*\*\$30 to \$40 a month and maintenance.

#### DISCIPLINE DEPARTMENT

Instructor — Physical — \$50 a month and maintenance.

#### MEDICAL DEPARTMENT

Matron of Hospital — \$60 a month and maintenance.

Nurse — \$40 a month and maintenance.

Physician (resident, woman) — §\$1,500 to \$1,800 a year and maintenance.

Assistant Physician (resident, woman) — §\$1,000 to \$1,200 a year and maintenance.

#### DOMESTIC DEPARTMENT

Domestic — \*\$18 to \$20 a month and maintenance.

Housekeeper — \$25 a month and maintenance; if the housekeeper in the reception house acts also as cook — \*\*\$35 to \$40 a month and maintenance: (Administration building) — \$25 to \$30 a month and maintenance; housekeeper and cook (in cottage for male employees) — \$25 a month and maintenance.

#### BUILDINGS AND REPAIRS DEPARTMENT

Carpenter — \$50 a month with maintenance.

#### FARM AND GROUNDS DEPARTMENT

Farmer (woman) — \$75 a month and maintenance.

Gardener — \$40 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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†† Increase from minimum to maximum at the rate of \$10 per month per annum.

\* Increase from minimum to maximum at the rate of \$2 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$5 a month per annum.

§ Increase from minimum to maximum at the rate of \$100 per annum.

# SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN, SYRACUSE

## ADMINISTRATION DEPARTMENT

Superintendent — \$4,000 a year, with house and maintenance for self and family.

Stenographer (woman) — \$50 a month and maintenance.

Chief Clerk — \$75 a month and maintenance.

Junior Clerk — \$25 a month and maintenance.

Coachman — \$40 a month and maintenance.

Usher (girl) — \$20 a month and maintenance.

Watchman — \*\*\$35 to \$40 a month and maintenance.

## FINANCE DEPARTMENT

Bookkeeper — \$75 a month and maintenance.

Steward — \$1,200 a year, with maintenance for self and family.

Storekeeper — \$60 a month and maintenance.

## SUPERVISION DEPARTMENT

Attendants — Men, head — \$40 a month and maintenance; women, head, \$35 a month and maintenance; men, night, \*\*\$30 to \$35 a month and maintenance; men, day, \*\*\$25 to \$30 a month and maintenance; women, night, \*\*\$25 to \$30 a month and maintenance; women, day, \*\*\$20 to \$25 a month and maintenance; attendant and barber, \$2.50 a month additional.

Matron (general) — \$75 a month and maintenance.

Assistant Matron (main building and girls' department) — \$40 a month and maintenance; (assistant) — \$25 a month and maintenance.

Supervisor (head of boys' department) — \$45 a month and maintenance.

## ENGINEERING DEPARTMENT

Engineer and Electrician — \$1,000 a year and maintenance, including cottage, fuel and light.

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\*\* Increase from minimum to maximum at the rate of \$5 a month per annum.

Assistant Engineer and Electrician — \$65 a month and maintenance.

Fireman — \$45 a month and maintenance.

Plumber and Steamfitter — \$65 a month and maintenance.

#### EDUCATIONAL — SCHOLASTIC DEPARTMENT

Teachers — General — Head teachers — \*\$50 to \$60 a month and maintenance; teachers — \*\$35 to \$45 a month and maintenance.

Teacher — Music — \*\$35 to \$45 a month and maintenance.

#### EDUCATIONAL — INDUSTRIAL DEPARTMENT

Instructors — Industrial — \*\$40 to \$50 a month and maintenance.

#### INDUSTRIAL DEPARTMENT

Dressmaker — \$20 a month and maintenance.

Cloakmaker — \$16 a month and maintenance.

Hosemaker — \$18 a month and maintenance.

Seamstress — †\$18 to \$20 a month and maintenance.

Shoemaker — \$40 a month and maintenance.

Tailoress — \*\$20 to \$30 a month and maintenance.

#### MEDICAL DEPARTMENT

Assistant Matron of Hospital — \$20 to \$25 a month and maintenance.

Dentist (resident) — \$50 a month and maintenance.

Nurse — \$40 a month and maintenance.

Physician (woman) — \$1,000 a year and maintenance; (man) — \$1,200 a year, with maintenance for self and family.

#### DOMESTIC DEPARTMENT

Domestic — †\$18 to \$20 a month and maintenance.

Housekeeper — \$50 a month and maintenance; garden house, city — \$18 a month and maintenance; farmhouse, Fairmount — \$25 a month and maintenance; (garden — cottage) — \*\$20 to \$25 a month and maintenance.

Waiter (waitress) — †\$18 to \$20 a month and maintenance.

\* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum at the rate of \$2 a month per annum.

‡ Increase from minimum to maximum as follows: First year, \$20 per month; second year, \$22 per month; third year and thereafter, \$25 per month.

## KITCHEN DEPARTMENT

Cook (woman, head) — \$35 a month and maintenance.

Assistant cooks (women)— \$30 a month and maintenance.

## BAKERY DEPARTMENT

Baker — \*\$40 to \$50 a month and maintenance.

## LAUNDRY DEPARTMENT

Head Laundress — \$30 a month and maintenance.

Laundress — \$20 a month and maintenance.

## BUILDINGS AND REPAIRS DEPARTMENT

Carpenter — \$45 a month and maintenance.

Painter — \$40 a month and maintenance.

## FARM AND GROUNDS DEPARTMENT

Farmer — \$50 a month and maintenance.

Gardener — \$45 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

Meat Cutter — \$45 a month and maintenance.

## STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK

## ADMINISTRATION DEPARTMENT

Superintendent — \$4,000 a year and maintenance for self and family with use of house.

Chief Clerk — \$90 a month and maintenance.

Stenographer (women)— \$50 a month and maintenance.

Coachman — \$44 a month and maintenance.

Watchman — \*\$35 to \$45 a month and maintenance.

## FINANCE DEPARTMENT

Bookkeeper (woman) — \*\$50 to \$60 a month and maintenance.

Clerk (woman)— \*\$40 to \$50 a month and maintenance.

Storekeeper (woman)— \$40 a month and maintenance.

Stenographer — \$50 a month and maintenance.

\* Increase from minimum to maximum at the rate of \$5 a month per annum.

Steward and Storekeeper (man)—\*\*\$1,200 to \$1,500 a year and maintenance for self and family.

#### SUPERVISION DEPARTMENT

Attendant — Woman, first, \$35 a month and maintenance; women, night, \$30 a month and maintenance; women, day, \$25 a month and maintenance.

Matron (general) — \$1,000 a year and maintenance; (supervising) — \$50 a month and maintenance; (garden) — \*\$40 to 50 a month and maintenance.

Assistant matron — \$40 a month and maintenance.

#### ENGINEERING DEPARTMENT

Engineer and Electrician — \$100 a month and maintenance.

First Assistant Engineer and Electrician — \$75 a month and maintenance.

Assistant Engineer and Electrician — \$60 a month and maintenance.

Fireman — \$45 a month and maintenance.

#### EDUCATIONAL — SCHOLASTIC DEPARTMENT

Teachers — General — Head teachers, \*\$45 to \$50 a month and maintenance; teachers, \*\$35 to \$45 a month and maintenance.

Supervisor of Music and Physical Culture — \*\$50 to \$60 a month and maintenance.

#### EDUCATIONAL — INDUSTRIAL DEPARTMENT

Instructor — Sewing (woman) — \$40 a month and maintenance.

Supervisor of Industries — \$40 a month and maintenance.

#### INDUSTRIAL DEPARTMENT

Seamstress — \$20 a month and maintenance.

#### MEDICAL DEPARTMENT

Hospital Matron — \$45 a month and maintenance.

Nurse — \$50 a month and maintenance.

Physician, resident (woman) — \*\*\$1,200 to \$1,500 a year and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$100 per annum.

## DOMESTIC DEPARTMENT

Domestic — \$20 a month and maintenance.

## KITCHEN DEPARTMENT

Cook — \$35 a month and maintenance.

Assistant Cook — \$20 a month and maintenance.

## BAKERY DEPARTMENT

Baker — §§40 to \$50 a month and maintenance.

## LAUNDRY DEPARTMENT

Laundress (head) — \$35 a month and maintenance; laundress,  
\$25 a month and maintenance.

## BUILDINGS AND REPAIRS DEPARTMENT

Carpenter — \$50 a month, with maintenance.

Painter — \$40 a month, with maintenance.

## FARM AND GROUNDS DEPARTMENT

Foreman — \$60 to \$75 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

## ROME STATE CUSTODIAL ASYLUM, ROME

## ADMINISTRATION DEPARTMENT

Superintendent — \$4,000 a year, with house and maintenance for  
self and family.

Stenographer (woman) — \$50 a month and maintenance.

Coachman — \$40 a month and maintenance.

Watchman — §§40 to \$45 a month and maintenance.

## FINANCE DEPARTMENT

Bookkeeper (man) — \$75 a month and maintenance.

Stenographer — \$50 a month and maintenance.

Steward — \$1,500 a year and maintenance for self and family.

Storekeeper — \$50 a month and maintenance.

\* Increase from minimum to maximum at the rate of \$100 per annum.

§ Increase from minimum to maximum at the rate of \$5 a month per annum.



## SUPERVISION DEPARTMENT

Attendants—Men, night, \$35 a month and maintenance; men, day, \$30 a month and maintenance; women, night, \$30 a month and maintenance; women, day, \$25 a month and maintenance; attendant, teachers (men) \$30 a month and maintenance; (women) \$25 a month and maintenance. Attendants who live outside of institutions are to be allowed laundry privileges.

Barber—\$30 to \$35 a month and maintenance.

Matron—\$75 a month and maintenance.

Assistant matron—\$30 a month and maintenance.

Supervisors—\$50 a month and maintenance.

Assistant Supervisors—\$40 to \$45 per month and maintenance.

## ENGINEERING DEPARTMENT

Engineer and electrician—\$100 a month and maintenance, with cottage, fuel and light.

Assistant engineer and electrician—\$60 to \$75 a month and maintenance.

Fireman—\$45 a month and maintenance.

Plumber and steamfitter—\$50 to \$60 a month and maintenance.

Sewerage tender—\$35 to \$45 a month and maintenance.

## EDUCATIONAL—SCHOLASTIC DEPARTMENT

Teachers, general—Head teachers, \$50 to \$55 a month and maintenance; teachers, \$40 to \$50 a month and maintenance.

Instructor—Music—\$50 a month and maintenance.

## EDUCATIONAL—INDUSTRIAL DEPARTMENT

Instructor—Sewing (woman)—\$40 to \$50 a month and maintenance.

Instructor—Domestic Arts—\$40 to \$60 a month and maintenance.

Instructor—Manual Training—\$50 a month and maintenance.

## INDUSTRIAL DEPARTMENT

Seamstress—†\$16 to \$18 a month and maintenance.

Tailoress—\$40 to \$50 a month and maintenance.

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† Increase from minimum to maximum at the rate of \$2 a month per annum.

§ Increase from minimum to maximum at the rate of \$5 a month per annum.

## MEDICAL DEPARTMENT

Dentist — \$50 a month and maintenance.

Physician (man, first) — †\$1,800 to \$2,000 a year and maintenance for self and family.

Assistant physician — \$900 to \$1,200 a year and maintenance, increasing from minimum to maximum after one year's service.

Clinical assistant — \$600 a year and maintenance.

Nurses — \$40 a month and maintenance. Nurses living outside of institution are to be allowed laundry privileges.

## DOMESTIC DEPARTMENT

Domestic — †\$18 to \$20 a month and maintenance.

Waiter (waitress) — †\$18 to \$20 a month and maintenance.

## KITCHEN DEPARTMENT

Cook (woman, head) — \*\*\$35 to \$40 a month and maintenance.

Assistant cook — \*\*\$25 to \$30 a month and maintenance.

Kitchen helper (man) — \$15 a month and maintenance.

## BAKERY DEPARTMENT

Baker — \$60 a month and maintenance.

## LAUNDRY DEPARTMENT

Head laundryman — \*\*\$50 to \$60 a month and maintenance.

Laundress — \$20 a month and maintenance.

## BUILDINGS AND REPAIRS DEPARTMENT

Blacksmith — \*\*\$40 to \$50 a month and maintenance.

Carpenter — \$60 a month and maintenance.

Mason — \*\*\$50 to \$60 a month and maintenance.

Painter — \*\*\$40 to \$50 a month and maintenance.

Shoemaker — \$40 a month and maintenance.

## FARM AND GROUNDS DEPARTMENT

Butcher and meat cutter — \*\*\$40 to \$45 a month and maintenance.

Dairyman — \*\*\$40 to \$50 a month and maintenance.

Farmer — \$50 to \$75 a month and maintenance.

† Increase from minimum to maximum at the rate of \$2 a month per annum.

‡ Increase from minimum to maximum at the rate of \$100 per annum.

\*\* Increase from minimum to maximum at the rate of \$5 a month per annum.

Gardener — \*\$40 to \$50 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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## LETCHWORTH VILLAGE, THIELLS

### ADMINISTRATION DEPARTMENT

Superintendent — \$4,500 a year and maintenance for self and family.

Resident Engineer and Inspector — \$2,400 a year and maintenance.

Stenographer — \$50 a month and maintenance.

### FINANCE DEPARTMENT

Steward — †\$1,500 to \$1,800 a year and maintenance for self and family.

Storekeeper — \$600 a year and maintenance.

Bookkeeper — Stenographer — \$75 a month and maintenance.

### SUPERVISION DEPARTMENT

Matron (general) — \*\$65 to \$75 a month and maintenance; (of farm groups) \*\$45 to \$50 a month and maintenance; (dormitory) \*\$45 to \$50 a month and maintenance.

Supervisors (of Farm Colonies) — \*\$45 to \$60 a month and maintenance. (Men; cottage) — \*\$35 to \$45 a month and maintenance.

Attendants (men) \$35 a month and maintenance; (for farm group; women) — †\$25 to \$30 a month and maintenance.

Watchman — \$40 a month and maintenance.

### MEDICAL DEPARTMENT

Physician (first assistant) — \$1,500 to \$2,000 a year and maintenance for self and family.

Physician (junior assistant) — \$1,200 a year and maintenance.

Specialist, Eye, Ear, Nose and Throat (visiting) — \$200 a year.

Dentist (visiting) — \$200 a year.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum at the rate of \$2.50 a month per annum.

‡ Increase from minimum to maximum at the rate of \$100 a year.

**ENGINEERING DEPARTMENT**

Engineer — \$1,500 a year and maintenance.

Fireman — \$45 a month and maintenance.

**EDUCATIONAL — INDUSTRIAL DEPARTMENT**

Instructor (sewing) — †\$35 to \$40 a month and maintenance.

**INDUSTRIAL DEPARTMENT**

Seamstress — †\$25 to \$30 a month and maintenance.

**DOMESTIC DEPARTMENT**

Domestics — †\$20 to \$25 a month and maintenance.

**KITCHEN DEPARTMENT**

Cooks — †\$35 to \$40 a month and maintenance.

Assistant Cooks — †\$25 to \$30 a month and maintenance.

**BUILDINGS AND REPAIRS DEPARTMENT**

Head Carpenter — \$75 a month and maintenance.

Carpenter — \$50 a month and maintenance.

Painter — \$40 a month and maintenance.

Blacksmith — \$50 a month and maintenance.

Plumber — \$60 a month and maintenance.

**FARM AND GROUNDS DEPARTMENT**

Farm Manager — \$1,500 to \$1,800 a year and maintenance.

Dairyman — \$600 a year and maintenance.

Farmer — \$75 a month and maintenance.

Chauffeur — \$60 a month and maintenance.

Teamster — \$40 a month and maintenance.

Laborers — \$35 a month and maintenance.

Poultryman — \$50 a month and maintenance.

**LAUNDRY DEPARTMENT**

Head Laundryman — \$50 a month and maintenance.

Laundress (head) — †\$35 to \$40 a month and maintenance;  
others, †25 to \$30 a month and maintenance.

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† Increase from minimum to maximum at the rate of \$2.50 a month per annum.  
‡ Increase from minimum to maximum at the rate of \$5 a month per annum.

## CRAIG COLONY FOR EPILEPTICS, SONYEA

## ADMINISTRATION DEPARTMENT

Superintendent — \*\$3,500 to \$4,500 a year and maintenance.

Agent — Not to exceed \$5 a day.

Clerk (medical record clerk) — \$40 a month and maintenance.

Stenographer (woman) — \$50 a month and maintenance.

Coachman — \$40 a month and maintenance.

Usher (usher and telephone operator, girl) — \$25 a month and maintenance.

Watchman — \$50 a month and maintenance.

Telephone Operator (night) — †\$25 to \$30 a month and maintenance.

Band — To be composed of not more than 14 members, 5 at \$3 a month; 5 at \$4 a month, and 4 at \$5 a month; members of the band may be employees of the Colony and receive the above amounts in addition to their regular wages as such employees, for playing in the band.

Bandmaster — \$60 a month and maintenance.

## FINANCE DEPARTMENT

Bookkeeper (man) — \$100 a month and maintenance.

Stenographer — \$50 a month and maintenance.

Steward — \$1,500 to \$1,800 a year and maintenance.

Storekeeper — \$60 to \$75 a month and maintenance, with cottage, fuel and light on the colony grounds.

Storekeeper (assistant) — \$30 a month and maintenance.

Treasurer — \$100 a month.

## SUPERVISION DEPARTMENT

Attendants — Men, night, \$35 a month and maintenance; men, day, \$30 a month and maintenance; women, night, \$30 a month and maintenance; women, day, \$25 a month and maintenance; attendants in infirmaries: men, \$37 a month and maintenance; women, \$32 a month and maintenance.

Barber — \$40 a month and maintenance.

Matron — \$75 a month and maintenance.

Assistant Matron — \$40 a month and maintenance.

\* Increase from minimum to maximum at the rate of \$100 a year.

† Increase from minimum to maximum at the rate of \$5 a month per annum.

Supervisor — (man), †\$50 to \$60 a month and maintenance;  
(women), †\$40 to \$50 a month and maintenance.

#### ENGINEERING DEPARTMENT

Engineer and Electrician — \$100 a month, with cottage, fuel and light.

Assistant Engineer and Electrician — †\$65 to \$75 a month and maintenance.

Fireman — \$45 a month and maintenance.

Laborer — \$35 a month and maintenance.

Sewerage tender — †\$40 to \$45 a month and maintenance.

Steamfitter — \$70 a month and maintenance.

#### EDUCATIONAL — SCHOLASTIC DEPARTMENT

Teachers — General — Head teachers, †\$65 to \$75 a month and maintenance; teachers, †\$50 to \$60 a month and maintenance.

#### EDUCATIONAL — INDUSTRIAL DEPARTMENT

Instructor — Sloyd — \$60 a month and maintenance.

Instructor — Arts and Crafts — \$65 a month and maintenance.

#### INDUSTRIAL DEPARTMENT

Seamstress (head) — †\$30 to \$35 a month and maintenance.

Seamstress — †\$20 to \$25 a month and maintenance.

Tailor — †\$50 to \$55 a month and maintenance.

Printer — †\$45 to \$50 a month and maintenance.

#### RELIGIOUS DEPARTMENT

Chaplains — \$800 to \$1,200 a year and maintenance.

#### MEDICAL DEPARTMENT

Superintendent of Nurses — \$1,200 a year and maintenance.

Assistant Superintendent of Nurses — \$75 a month and maintenance.

Special attendant (laboratory) †\$35 to \$40 a month and maintenance.

Dentist (resident) — \$75 per month and maintenance.

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† Increase from minimum to maximum at the rate of \$5 a month per annum.

Chief Nurse (Peterson Hospital) — \$50 a month and maintenance.

Nurse — \$40 a month and maintenance.

Charge Nurse (at Loomis Infirmary) — \$40 a month and maintenance.

Ophthalmologist (visiting) — \$25 a month and maintenance.

Pathologist — \$2,500 a year and maintenance. Assistant Pathologist — maintenance.

Pharmacist — \$75 a month and maintenance.

Assistant Physicians (First Assistant Physician) — ¶\$2,000 to \$2,500 a year and maintenance; (woman) ¶\$1,000 to \$1,500 a year and maintenance; (Second Assistant Physician) ¶\$1,500 to \$2,000 a year and maintenance; (Third Assistant Physician) ¶\$1,200 to \$1,500 a year and maintenance; (Junior Assistant Physicians) ¶\$900 to \$1,200 a year and maintenance; (\*\*Medical Internes) \$800 a year and maintenance.

#### DOMESTIC DEPARTMENT

Domestic — ‡\$18 to \$20 a month and maintenance.

Waiter (Chambermaid and Waitress) — ‡\$16 to \$18 a month and maintenance.

#### KITCHEN DEPARTMENT

Cooks (head, woman) — \$40 to \$50 a month and maintenance; (first grade), \$30 to \$35 a month and maintenance; (cottage), \$25 to \$30 a month and maintenance; (assistant), \$25 to \$30 a month and maintenance.

#### BAKERY DEPARTMENT

Baker — §\$55 to \$60 a month and cottage, with fuel and light, on the Colony grounds.

Assistant Baker — \$35 a month and maintenance.

#### LAUNDRY DEPARTMENT

Head Laundryman — \$65 to \$70 a month and maintenance.

Laundress and Laundryman — (Laundress) \$20 a month and maintenance; (Laundryman) \$35 a month and maintenance.

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¶ Increase from minimum to maximum at the rate of \$100 a year.

\*\* One medical interne allowed for each 250 inmates up to 1,000.

§ Increase from minimum to maximum at the rate of \$5 a month per annum.

‡ Increase from minimum to maximum at the rate of \$2 a month per annum

## BUILDINGS AND REPAIRS DEPARTMENT

Blacksmith — \$50 a month and maintenance.  
 Brickmaker — \$75 a month and maintenance.  
 Carpenter (head carpenter) — \$75 a month and maintenance; assistant, \* \$50 to \$60 a month and maintenance.  
 Mason and bricklayer — \* \$50 to \$60 a month and maintenance.  
 Mattress maker — \$50 a month and maintenance.  
 Painter — \$50 a month and cottage, with fuel and light, on Colony grounds.  
 Plumber — \$60 a month and maintenance.  
 Shoemaker — \$50 a month and maintenance.  
 Tinsmith — \$45 a month and maintenance.

## FARM AND GROUNDS DEPARTMENT

Head farmer — \*\$60 to \$75 a month and maintenance.  
 Farmer — \$50 a month and cottage, with fuel and light, on Colony grounds.  
 Assistant Farmer — \$45 a month and maintenance.  
 Gardener and Florist — \$60 a month and maintenance.  
 Laborer — \$35 a month and maintenance.  
 Teamster — \$40 a month and maintenance.  
 Dairyman — \$50 a month and maintenance.  
 Butcher — \*\$40 to \$45 a month and maintenance.

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 NEW YORK STATE SOLDIERS AND SAILORS' HOME,  
 BATH

## ADMINISTRATION DEPARTMENT

Superintendent (Commandant) — \$3,500 a year and maintenance for self and family.  
 Assistant Superintendent (Adjutant) — \$1,500 a year and maintenance for self and family.  
 Agent (Eastern Agent) — \$200 a year; (Western, Buffalo) \$5 a month without maintenance; (Rochester) \$5 a month without maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.



Stenographer and Clerk — \$50 a month and maintenance.

Coachman — \$40 a month and maintenance.

Organist — \$5 a month.

Band — To be composed of not to exceed a bandmaster and fourteen paid members classified as follows: Bandmaster, \$70 a month; musician and bugler, one at \$35 a month; musicians, one at \$50 a month, one at \$33 a month, five at \$28 a month, four at \$26 a month, one at \$25 a month, one at \$20 a month.

Bandmaster and musicians are to be furnished maintenance.

#### FINANCE DEPARTMENT

Bookkeeper (man) — \$1,500 a year and maintenance.

Assistant Bookkeeper (man) — \*\$40 to \$45 a month and maintenance.

Cashier — \$1,500 a year, with maintenance.

Assistant Cashier — \$75 a month and maintenance.

Quartermaster — \$1,800 a year and maintenance for self and family.

Assistant Quartermaster — \$100 a month and maintenance.

Storekeeper — \$60 a month and maintenance.

#### SUPERVISION DEPARTMENT

Barber — \$15 a month and board for himself and assistant.

Members of the Home who have pensions pay for this service.

Inspector — \$100 a month and maintenance, with dwelling, fuel and light, on the Home grounds.

Matron — \$50 a month and maintenance.

Special Attendant — \$35 a month and maintenance.

#### ENGINEERING DEPARTMENT

Engineer and Electrician — \$1,400 a year and maintenance, with dwelling, fuel and light.

Assistant Engineer and Electrician — \*\$60 to \$75 a month and maintenance.

Fireman — \$45 a month and maintenance.

Lineman — \$45 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

Engine Oiler and Tender — \$45 a month and maintenance.

Steamfitter — \$75 a month and maintenance.

Laborer — \$35 a month and maintenance.

#### INDUSTRIAL DEPARTMENT

Tailor — \$50 a month and maintenance.

#### RELIGIOUS DEPARTMENT

Chaplain (resident Protestant and resident Catholic) — \$1,200 a year and maintenance, with dwelling, fuel and light, on Home grounds.

#### MEDICAL DEPARTMENT

Hospital Attendant — \*\$25 to \$30 a month and maintenance.

Matron of Hospital — \$60 a month and maintenance.

Chief Nurse — \$60 a month and maintenance.

Nurse — \$40 a month and maintenance.

Optical Surgeon — \$25 a month, without maintenance.

Pharmacist — \$75 a month and maintenance.

Physician — \*\*\$2,000 to \$2,500 a year and maintenance for self and family.

Assistant Physician (Assistant Surgeon) — \$1,200 a year and maintenance.

#### DOMESTIC DEPARTMENT

Domestic — †\$18 to \$20 a month and maintenance.

Waiter (Chambermaid and Waitress) — \$20 a month and maintenance; waiters, men, non-members, \$25 a month and maintenance.

#### KITCHEN DEPARTMENT

Superintendent Mess Hall and Kitchen — \$65 a month and maintenance.

Chef — \$75 a month and maintenance.

Cooks (man) — Mess hall, \$35 a month and maintenance; man, hospital, \$60 a month and maintenance; diet cook, hospital, \$25 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$100 a year.

† Increase from minimum to maximum at the rate of \$2 a month per annum.

Assistant Cook — \$35 a month and maintenance.

Meat Cutter — \$40 a month and maintenance.

#### BAKERY DEPARTMENT

Baker — \$60 a month and maintenance.

#### LAUNDRY DEPARTMENT

Head Laundryman — \$40 a month and maintenance.

Laundryman — \$20 a month and maintenance.

#### BUILDINGS AND REPAIRS DEPARTMENT

Blacksmith — \$40 a month and maintenance.

Master Mechanic and Carpenter — \$75 a month, with maintenance.

Carpenter — \$50 a month, with maintenance.

Painter — \$40 a month and maintenance.

#### FARM AND GROUNDS DEPARTMENT

Farmer — \$60 a month, maintenance and dwelling, with fuel and light, on the Home grounds; also maintenance for his wife as compensation for her services.

Florist and Superintendent of Grounds and Cemetery — \*\$60 to \$75 a month and maintenance.

Gardener — \$45 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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### NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD

#### ADMINISTRATION DEPARTMENT

Superintendent — \$2,000 to \$2,500 a year and maintenance.

Stenographer — \$50 a month and maintenance.

Coachman — \$40 a month and maintenance.

Watchman — \$35 a month and maintenance.

---

\* Increase from minimum to maximum at the rate of \$5 a month per annum.

## FINANCE DEPARTMENT

Steward — \*\*\$900 to \$1,200 a year and maintenance.

Bookkeeper (Cashier and Stenographer, woman) — \$60 a month and maintenance.

Storekeeper — \$40 a month and maintenance.

## SUPERVISION DEPARTMENT

Attendant (woman, night) — \$20 a month and maintenance.

## ENGINEERING DEPARTMENT

Engineer and Electrician — \$1,000 a year and maintenance.

Assistant Engineer and Electrician — \*\$50 to \$60 a month and maintenance.

Fireman — \$45 a month and maintenance.

## MEDICAL DEPARTMENT

Hospital Attendant — \$30 a month and maintenance.

Hospital Matron — \$50 a month and maintenance.

Hospital Cook — \$30 a month and maintenance.

Nurse — \$40 a month and maintenance.

Physician (resident) — \$1,500 a year and maintenance.

## DOMESTIC DEPARTMENT

Domestic — †\$18 to \$20 a month and maintenance.

Housekeeper — \$40 a month and maintenance.

Assistant Housekeeper — \$25 a month and maintenance.

## KITCHEN DEPARTMENT

Cook — \$60 a month and maintenance.

Assistant Cook — \*\$25 to \$30 a month and maintenance.

## LAUNDRY DEPARTMENT

Head Laundress (woman) — \*\$25 to \$30 a month and maintenance.

Laundress — \$20 a month and maintenance.

---

\*\* Increase from minimum to maximum at the rate of \$100 a year.

† Increase from minimum to maximum at the rate of \$2 per month per annum.

\* Increase from minimum to maximum at the rate of \$5 a month per annum.

## BUILDINGS AND REPAIRS DEPARTMENT

Repairer — \$50 a month and maintenance.

## FARM AND GROUNDS DEPARTMENT

Farmer — \$75 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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NEW YORK STATE SCHOOL FOR THE BLIND,  
BATAVIA

## ADMINISTRATION DEPARTMENT

Superintendent — †\$2,500 to \$3,000 a year and maintenance.

Stenographer (woman) — \$50 a month and maintenance.

Usher (girl) — \$25 a month and maintenance.

Watchman — \$35 a month during entire year, with maintenance.

## FINANCE DEPARTMENT

Bookkeeper (man) — \$45 a month and maintenance.

Steward (Steward and Storekeeper) — \$1,000 to \$1,200 a year and maintenance.

## SUPERVISION DEPARTMENT

Matron (general) — \$50 a month and maintenance.

Assistant Matron — \$35 a month and maintenance.

## ENGINEERING DEPARTMENT

Engineer and Electrician — \*\$75 to \$85 a month and maintenance.

Assistant Engineer and Electrician — \*\$50 to \$60 a month and maintenance.

Fireman — \$45 a month and maintenance.

## EDUCATIONAL — SCHOLASTIC DEPARTMENT

Teachers — General — Head teacher, \$1,000 a year and maintenance; others, \$720 a year and maintenance.

---

\* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum at the rate of \$100 per annum.

Teachers — Music — Head teacher, \$900 a year and maintenance; teacher, \$400 to \$600 a year and maintenance; vocal instructor, \$400 to \$600 a year and maintenance.

Teacher — Tuning — \$900 a year and board.

Stereotyper — \$50 a month and maintenance.

#### EDUCATIONAL — INDUSTRIAL DEPARTMENT

Instructor — Manual training — \$600 a year and maintenance.

Instructor, Sewing — \$50 a month and maintenance during the school term.

Instructor — Educational-Industrial — \$600 a year and maintenance.

#### DISCIPLINE DEPARTMENT

Instructor — Physical — \$70 a month and maintenance.

#### MEDICAL DEPARTMENT

Optical Surgeon — \$100 a year, without maintenance.

Physician — \$300 a year, with maintenance.

#### DOMESTIC DEPARTMENT

Domestic — †\$18 to \$20 a month and maintenance.

Housekeeper — \$25 a month and maintenance.

#### KITCHEN DEPARTMENT

Cook (woman) — \*\$35 to \$40 a month and maintenance.

Assistant Cook — †\$16 to \$20 a month and maintenance.

#### BAKERY DEPARTMENT

Baker — \$40 a month and maintenance.

#### LAUNDRY DEPARTMENT

Laundress (head) — \$25 a month and maintenance.

Laundress — \$20 a month and maintenance.

#### BUILDINGS AND REPAIRS DEPARTMENT

Carpenter — \$50 a month, with maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum at the rate of \$2 a month per annum.

‡ Increase from minimum to maximum at the rate of \$1 a month per annum.

## FARM AND GROUNDS DEPARTMENT

Farmer — \*\$40 to \$50 a month and maintenance.

Coachman and Assistant Farmer — \$40 a month and maintenance.

Florist — \$50 a month and board.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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THOMAS INDIAN SCHOOL, IROQUOIS

## ADMINISTRATION DEPARTMENT

Superintendent — \$2,500 a year and maintenance for self and family.

Assistant Superintendent (man) — \$800 a year and maintenance.

Matron — \$800 a year and maintenance.

Stenographer (woman) — \$50 a month and maintenance.

Coachman — \$40 a month and maintenance.

Watchman — \$45 a month and maintenance.

## FINANCE DEPARTMENT

Steward — \*\$60 to \$75 a month and maintenance.

Bookkeeper (woman) — \$40 a month and maintenance.

Stenographer and Storekeeper — \$50 a month and maintenance.

## SUPERVISION DEPARTMENT

Supervisors (men) — \$45 to \$50 a month and maintenance.

Attendants — \*\$20 to \$25 a month and maintenance.

Assistant Matron — \$30 to \$40 a month and maintenance.

## ENGINEERING DEPARTMENT

Engineer and Electrician — \*\$75 to \$85 a month and maintenance.

Assistant Engineer and Electrician — \*\$50 to \$60 a month and maintenance.

Fireman — \$45 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

**EDUCATIONAL — SCHOLASTIC DEPARTMENT**

Teachers — General — Head teacher (man), \*\*\$900 to \$1,200 a year and maintenance; teachers (women), \*\$40 to \$60 a month and maintenance.

Teacher — Kindergarten — \*\$40 to \$60 a month and maintenance.

Teacher — Music — \*\$40 to \$60 a month and maintenance.

**EDUCATIONAL — INDUSTRIAL DEPARTMENT**

Instructor — Carpentry — \*\$65 to \$75 a month and maintenance.

**INDUSTRIAL**

Seamstress — ††\$18 to \$20 a month and maintenance.

**MEDICAL DEPARTMENT**

Nurse — \$40 a month and maintenance.

Physician — \$400 a year, without maintenance.

**DOMESTIC DEPARTMENT**

Domestic — ††\$18 to \$20 a month and maintenance.

Housekeeper — †\$20 to \$25 a month and maintenance.

**KITCHEN DEPARTMENT**

Cook (woman) — †\$20 to \$25 a month and maintenance.

Assistant Cook — \$20 a month and maintenance.

**LAUNDRY DEPARTMENT**

Head Laundress — \*\$30 to \$35 a month and maintenance.

**BUILDINGS AND REPAIRS DEPARTMENT**

Mason and general repairer — \*\$60 to \$75 a month and maintenance.

**FARM AND GROUNDS DEPARTMENT**

Farmer — \*\$50 to \$60 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

Gardener and Poultryman — \*\$40 to \$50 a month and maintenance.

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† Increase from minimum to maximum at the rate of \$2.50 a month per annum.  
 \* Increase from minimum to maximum at the rate of \$5 a month per annum.  
 \*\* Increase from minimum to maximum at the rate of \$100 a year.  
 †† Increase from minimum to maximum at the rate of \$2 a month per annum.



NEW YORK STATE HOSPITAL FOR THE CARE OF  
CRIPPLED AND DEFORMED CHILDREN,  
WEST HAVERSTRAW

ADMINISTRATION DEPARTMENT

Surgeon-in-Chief and Superintendent — \$2,500 a year and maintenance; at least three visits on three different days of each week are to be made to the institution at West Haverstraw.

Stenographer (woman) — \$50 a month and maintenance.

Watchman — \$35 a month and maintenance.

FINANCE DEPARTMENT

Steward — \$100 a month and maintenance for self and family.

SUPERVISION DEPARTMENT

Matron — \$60 a month and maintenance.

Assistant Matron — ‡\$50 to \$55 a month and maintenance.

ENGINEERING DEPARTMENT

Instrument maker and fireman — \$50 a month and maintenance.

EDUCATIONAL — SCHOLASTIC DEPARTMENT

Teacher — General — ‡\$50 to \$60 a month and maintenance.

EDUCATIONAL — INDUSTRIAL

Instructor — Manual Training — ‡\$45 to \$55 a month and maintenance.

INDUSTRIAL DEPARTMENT

Seamstress — ‡\$16 to \$18 a month and maintenance.

MEDICAL DEPARTMENT

Physician (resident) — \*\*\$1,200 to \$1,500 a year and maintenance.

First Assistant Surgeon — \$800 a year; at least two visits on two different days of each week are to be made to the institution.

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† Increase from minimum to maximum at the rate of \$2 a month per annum.

‡ Increase from minimum to maximum at the rate of \$5 a month per annum.

\*\* Increase from minimum to maximum at the rate of \$100 a year.

Chief Nurse — †\$40 to \$50 a month and maintenance.

Nurse — \$40 a month and maintenance.

Nurse, Orthopedic (non-graduate) — \$35 a month and maintenance.

#### DOMESTIC DEPARTMENT

Domestic — †\$18 to \$20 a month and maintenance.

Waitress — †\$18 to \$20 a month and maintenance. (Chambermaid and waitress.)

#### KITCHEN DEPARTMENT

Cook — \$35 a month and maintenance.

#### LAUNDRY DEPARTMENT

Head Launderer — \$25 a month and maintenance.

Launderer — \$20 a month and maintenance.

#### BUILDINGS AND REPAIRS DEPARTMENT

Repairer — \$35 a month and maintenance.

#### FARM AND GROUNDS DEPARTMENT

Gardener — \$45 a month and maintenance.

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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### NEW YORK STATE HOSPITAL FOR THE TREATMENT OF INCIPIENT PULMONARY TUBERCU- LOSIS, RAYBROOK

#### ADMINISTRATION DEPARTMENT

Superintendent — \$3,500 a year and maintenance for self and family.

Stenographer — \$50 a month and maintenance.

Coachman — \$40 a month and maintenance.

Watchman — \$35 a month and maintenance.

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† Increase from minimum to maximum at the rate of \$2 a month per annum.

‡ Increase from minimum to maximum at the rate of \$5 a month per annum.

## FINANCE DEPARTMENT

Steward — ††\$1,200 to \$1,400 a year and maintenance.

Storekeeper — \$50 a month and maintenance.

Stenographer and bookkeeper — \*\$60 to \$65 a month and maintenance.

Storekeeper and bookkeeper — ‡\$50 to \$62.50 a month and maintenance.

## SUPERVISION DEPARTMENT

Assistant Matron (in charge of Employees' Building) — \$30 a month and maintenance.

## ENGINEERING DEPARTMENT

Engineer and Electrician — \*\$75 to \$100 a month and maintenance.

Fireman — \$45 a month and maintenance.

Laborer — \$35 a month and maintenance.

## MEDICAL DEPARTMENT

Matron of Hospital — \$85 a month and maintenance.

Chief Nurse — \$50 a month and maintenance.

Nurse — \$50 a month and maintenance.

First Assistant Physician — \$1,800 a year and maintenance;  
Second Assistant Physician, \$1,200 a year and maintenance;  
Third Assistant Physician, \$1,000 a year and maintenance;  
Medical Intern, \$50 to \$62.50 a month and maintenance.

## INDUSTRIAL DEPARTMENT

Seamstress — ‡\$20 to \$25 a month and maintenance.

## DOMESTIC DEPARTMENT

Domestic — §§18 to \$20 a month and maintenance.

Waiters (Head Waitress) — \$25 per month and maintenance;  
(waitress) \$6 to \$20 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

‡ Increase from minimum to maximum at the rate of \$2.50 a month per annum.

†† Increase from minimum to maximum at the rate of \$100 a year.

§ Increase from maximum to minimum at the rate of \$2 a month per annum.

KITCHEN DEPARTMENT

Cook — \*\$75 to \$85 a month and maintenance.

First Assistant Cook — \$50 a month and maintenance.

Assistant Cook — \$30 a month and maintenance.

BAKERY DEPARTMENT

Baker (man) — \$50 a month and maintenance.

LAUNDRY DEPARTMENT

Head Laundryman — \$40 a month and maintenance.

Launderers — \$20 a month and maintenance.

FARM AND GROUNDS

Laborer — \$35 a month and maintenance.

Teamster — \$40 a month and maintenance.

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\* Increase from minimum to maximum at the rate of \$5 a month per annum.

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**PROCEEDINGS**  
**OF THE**  
**SECOND CAPITAL DISTRICT CONFERENCE OF**  
**CHARITIES AND CORRECTION**

**Albany, March 5 and 6, 1914**

CAPITAL DISTRICT CONFERENCE OF CHARITIES  
AND CORRECTION

CHRONOLOGICAL SCHEDULE OF MEETINGS

YEAR	Date	Place	President	Secretary
1913.....	March 11-12	Albany.....	Simon W. Rosendale.....	Charles H. Johnson
1914.....	March 5- 6	Albany.....	Robert W. Hebberd.....	Charles H. Johnson
1915.....	March 19-20	Albany.....	Rev. John T. Slattery....	Charles H. Johnson

## PREFACE

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The Second Capital District Conference of Charities and Correction was held at the Ten Eyck Hotel in Albany, March 5-6, 1914. It was under the Presidency of the Hon. Robert W. Hebberd, the Secretary of the State Board of Charities, who was largely instrumental in the organization of the Conference of the previous year. There was a total registration of over 300 and the sessions were very well attended, at times taxing the capacity of the assembly room of the hotel. The papers were listened to with a great deal of interest, and the effect in many cases was stimulating to thought and action. If any doubt had existed as to the wisdom or practicability of such a gathering it was dispelled by the attendance and the interest shown by those present.

This volume contains much that should live and be read for years to come. The papers were prepared with unusual care, and many of them contain information and data which should be helpful to all who are engaged in social work.

The income of the Conference is derived from voluntary contributions and all funds received are used entirely for the purposes of the Conference. No salaries are paid to any one, and contributions are requested for the continuation of this annual gathering.

The President for the coming year is the Rev. John T. Slattery, of St. Patrick's Roman Catholic Church of Watervliet, who for years has had a deep and practical interest in all movements pertaining to the improvement of social conditions and the permanent betterment of humanity. The next Conference will be held under his presidency in March, 1915.





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**ORGANIZATION OF THE SECOND CAPITAL DISTRICT  
CONFERENCE OF CHARITIES AND CORREC-  
TION, MARCH 5 AND 6, 1914**

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**OFFICERS OF THE CONFERENCE**

**PRESIDENT**

**HON. ROBERT W. HEBBERD, Albany**

**VICE-PRESIDENTS**

**MISS MARY HINKLEY, Poughkeepsie**

**REV. J. T. SLATTERY, Watervliet**

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**SECRETARY**

**CHARLES H. JOHNSON, Albany**

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**Simon W. Rosendale, Albany.**

**Nathaniel J. Walker, Troy.**

**James H. Caldwell, Troy.**

**Edward J. Hussey, Albany.**

**Rev. Dr. F. Winslow Adams, Schenectady.**

# **PROGRAM OF THE SECOND CAPITAL DISTRICT CONFERENCE OF CHARITIES AND CORRECTION**

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**OPENING SESSION—THURSDAY AFTERNOON, MARCH 5, 1914**

**GENERAL SUBJECT: CHILDREN**

## *Committee in Charge*

David Morey, Chairman, Troy.  
George I. Marx, Ballston Lake.  
Rev. Brother Dominic, Troy.  
John K. Howe, Albany.  
Mrs. A. J. Parker, Jr., Albany.  
Sister de Chantal, Troy.  
Sister Pamela, Saratoga Springs.  
Mrs. K. F. Griffin, Canaan.  
Miss Mary E. Hastings, Hudson Falls.  
William H. Hollister, Jr., Troy.  
Miss Sarah W. Cook, Troy.  
J. D. Brown, Watervliet.  
Miss Ellen G. Gibson, Albany.  
Quincy McGuire, Albany.  
Mrs. James R. Truax, Schenectady.  
Mrs. Lewis Cass, Albany.

## **PROGRAM**

- 2:00** Prayer. Rev. S. H. Goldenson, Rabbi, Temple Beth Emeth, Albany.  
President's Address, by Hon. Robert W. Heberd, Secretary of the State Board of Charities.
- 2:30** General Business of the Conference.
- 2:40** Report of Committee on Children, by the Chairman, David Morey, President Troy Catholic Male Orphan Asylum, Troy.
- 3:00** Paper: Treatment of Backward and Defective Children, by Miss Elizabeth Farrell, Inspector of Ungraded Classes, Department of Education, New York City.
- 3:40** Discussion opened by Dr. L. Pierce Clark, Consulting Neurologist, Craig Colony, Sonyea; Visiting Neurologist, Letchworth Village, Thielts, New York.
- 3:50** General Discussion. Speakers limited to five minutes each.
- 4:10** Paper: The Educational Value of Labor, by Dr. Arthur D. Dean, Chief of Division of Vocational Schools, University of the State of New York, Albany.
- 4:30** Discussion opened by Rev. Brother Emery Aloysius, Superintendent St. Vincent's Male Orphan Asylum, Albany, followed by Herbert J. Hunn, Superintendent Troy Orphan Asylum, Troy.
- 4:40** General Discussion. Speakers limited to five minutes each.
- 5:00** Miscellaneous Business of the Conference.

**SECOND SESSION — THURSDAY EVENING, MARCH 5, 1914****GENERAL SUBJECT: MENTAL DEFECTIVES***Committee in Charge*

Dr. R. W. Hill, Chairman, Albany.  
C. E. Weisz, Albany.  
John H. Ostrom, Ballston Lake.  
Edmund B. Hilliard, Canaan.  
Dr. Thomas Wilson, Hudson.  
Dr. Gertrude E. Hall, Albany.  
Hon. J. J. Brady, Albany.  
Herbert J. Hunn, Troy.  
Miss Emelyn Peck, Schenectady.  
Rev. Brother Emery Aloysius, Albany.  
Dr. Clinton P. McCord, Albany.  
Sister Mary Francis Xavier, Troy.  
Miss Hannah Walker, Albany.  
Dr. A. C. Hill, Albany.  
Hon. John T. Gorman, Cohoes.  
T. E. McGarr, Poughkeepsie.

**PROGRAM**

- 7:45 General Business of the Conference.  
8:00 Report of the Committee on Mental Defectives, by the Chairman, Dr. R. W. Hill, Superintendent State and Alien Poor, Albany.  
8:20 Paper: Causes of Backwardness in Children, by Charles H. Johnson, Superintendent Leake and Watts Orphan House, Yonkers.  
8:40 Discussion opened by Dr. Clinton P. McCord, Health Director, Department of Public Instruction, Albany.  
8:50 General Discussion. Speakers limited to five minutes each.  
9:10 Paper: The Determination of Mental Defect, by Dr. Charles Bernstein, Superintendent Rome State Custodial Asylum, Rome.  
9:30 Discussion opened by Miss Marion Collins, Investigator, State Board of Charities, Albany.  
9:40 General Discussion. Speakers limited to five minutes each.  
10:00 Miscellaneous Business of the Conference.

## THIRD SESSION — FRIDAY MORNING, MARCH 6, 1914.

## GENERAL SUBJECT: SEX HYGIENE

*Committee in Charge*

Dr. H. L. K. Shaw, Chairman, Albany.  
Dr. Anne T. Bingham, New York City.  
Mrs. Milton Franklin, Schenectady.  
Mrs. J. H. McElroy, Albany.  
Dr. J. W. Burns, Watervliet.  
Dr. John M. Adey, Cohoes.  
Rev. W. R. Charles, Albany.  
Dr. Charles P. Cook, Hudson.  
Miss Julia A. Littlefield, Albany.  
Rev. J. F. Glavin, Rensselaer.  
Mrs. Rose D. Fitzgerald, Albany.  
Mrs. John Leggett, Troy.  
Rev. C. R. Storey, Albany.  
William J. Davison, Albany.  
A. S. McClain, Canaan.  
Clayton D. Ogsbury, Schenectady.

**PROGRAM**

- 9:30 General Business of the Conference.  
10:00 Report of the Committee on Sex Hygiene, by the Chairman, Dr. H. L. K. Shaw, Director, Division of Child Hygiene, State Department of Health, Albany.  
10:20 Paper: Sex Instruction in Schools, by Dr. Ira S. Wile, Member Board of Education in New York City, New York City.  
10:40 Discussion opened by Dr. Clinton P. McCord, Health Director, Department of Public Instruction, Albany.  
10:50 General Discussion. Speakers limited to five minutes each.  
11:05 Paper: The Sex Hygiene Question from the Woman's Standpoint, by Dr. Rosalie Slaughter Morton, Lecturer for the State Department of Health, New York City.  
11:25 Discussion opened by Dr. Agnes Page, of Albany.  
11:35 General Discussion. Speakers limited to five minutes each.  
11:50 Paper: Public Instruction in Sex Hygiene, by William F. Snow, M. D., Director of the American Federation for Sex Hygiene, New York City.  
12:10 Discussion opened by Dean Thomas M. Balliett, of the American Society of Social and Moral Prophylaxis, New York City.  
12:20 General Discussion. Speakers limited to five minutes each.  
12:40 Miscellaneous Business of the Conference.

**FOURTH SESSION — FRIDAY AFTERNOON, MARCH 6, 1914.****GENERAL SUBJECT: RELIEF OF THE POOR IN THEIR HOMES.***Committee in Charge*

Miss Mary I. Breed, Chairman, Albany.  
Mortimer Smith, Fonda.  
Paul H. Andrae, Cohoes.  
Dennis J. Costello, Watervliet.  
Walter E. Krucsi, Schenectady.  
James W. Hayden, Troy.  
Joseph Carey, Rensselaer.  
Mrs. E. N. Huyck, Albany.  
Miss Henrietta Gieson, Albany.  
Miss Mary Jones, Hudson.  
Miss Esther Walker, Albany.  
Albert Rohrer, Schenectady.  
Rabbi Max Schlesinger, Albany.  
Mrs. Georgianna Griffith, Troy.

**PROGRAM**

- 2:00 General Business of the Conference.  
2:30 Report of the Committee on Relief of the Poor in Their Homes, by the Chairman, Miss Mary I. Breed, General Secretary Society for Co-operation of Charities, Albany.  
2:50 Paper: The Nonsupporting Husband, by Albert W. Clark, General Welfare Manager, General Electric Co., Schenectady.  
3:10 Discussion opened by Nathaniel J. Walker, Secretary Mohawk & Hudson River Humane Society, Troy.  
3:30 General Discussion. Speakers limited to five minutes each.  
3:50 Paper: The Transportation Problem, The Passing On of the Homeless, by Arthur J. Lowery, former Commissioner of Charities, Utica.  
4:00 Discussion opened by the Rev. Dr. Charles C. Harriman, Rector, St. Peter's Protestant Episcopal Church, Albany.  
4:10 General Discussion. Speakers limited to five minutes each.  
4:30 Miscellaneous Business of the Conference.



## FIFTH SESSION — FRIDAY EVENING, MARCH 6, 1914

## GENERAL SESSION: PUBLIC HEALTH

*Committee in Charge*

Dr. Charles S. Prest, Chairman, Waterford.  
Mrs. William Sulzer, Albany.  
George C. Yeisley, Hudson.  
Miss M. C. Jermain, Menands.  
Paul Cook, Troy.  
Rev. P. A. Crowe, Schenectady.  
Miss Mary B. Cornell, Cohoes.  
Dr. Daniel C. Case, Slingerlands.  
Gerald B. Fitzgerald, Troy.  
Dr. W. Leland Thompson, Troy.  
Dr. Clinton B. Hawn, Albany.  
Rabbi S. H. Goldenson, Albany.  
Hon. John F. Scott, Cohoes.  
Gerardus Smith, Schenectady.  
Dr. Charles A. Ingraham, Cambridge.

## PROGRAM

- 8:00 General Business of the Conference.  
8:30 Report of the Committee on Public Health, by the Chairman, Dr. Charles S. Prest, Waterford.  
8:50 Paper: Private Effort and Public Service, by Dr. John Huson Finley, Commissioner of Education, State of New York, Albany.  
9:10 Discussion opened by Hon. Henry S. Bacon, Deputy Attorney-General, Albany.  
9:20 General Discussion. Speakers limited to five minutes each.  
9:40 Paper: The Physical Welfare of the Man, by Dr. Linsly R. Williams, Deputy State Commissioner of Health, Albany.  
10:00 Discussion opened by Rt. Rev. Monsignor J. L. Reilly, Schenectady.  
10:10 General Discussion. Speakers limited to five minutes each.  
10:30 Miscellaneous Business of the Conference.  
Final adjournment.



## SECOND CAPITAL DISTRICT CONFERENCE OF CHARITIES AND CORRECTION

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### FIRST SESSION

THURSDAY AFTERNOON, MARCH 5, 1914

Held in Assembly Room, Ten Eyck Hotel, Albany

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GENERAL SUBJECT: CHILDREN

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The President of the Conference, Hon. Robert W. Hebbard: The meeting will now please come to order. It will be opened with prayer by Rev. S. H. Goldenson, Rabbi of the Temple Beth Emeth, Albany.

Opening prayer: Rabbi S. H. Goldenson: Let us pray. O! Thou who art the father of the fatherless, the Friend of the friendless, whose delight it is to renew the thought of the contrite and to quicken the soul of the humble, we thank Thee for this gathering. We thank Thee that men and women are more earnestly, more intelligently, more seriously and with more self-sacrifice studying daily the evils that affect human society. We thank Thee that the spirit of charity is growing among us. We thank Thee, moreover, for the realization that true charity must be founded upon righteousness and that true benevolence must be rooted in justice. Father, as we set about to deliberate upon the problems that beset the poor and the needy, the widow and the orphan, the stranger and the weak, we pray unto Thee that Thou, Master, endow us with an understanding heart, a heart that shall be able to penetrate sympathetically into the lives and conditions of men, and a heart, too, that shall be able to understand that whatever befalls any man or any woman may befall every other man and every other woman; that we are linked together by the fine ties of human kinship and human relationship; that we are one of one another and also one with Thee.

Father, help us to understand that unless we think the thoughts after Thee our thinking will be in vain, and unless we build a house unto Thy liking, the structure that we shall build shall crumble even as dust. Make us to know and to understand that charity must be preventive and constructive, and make us to realize that we shall prosper as year after year we shall find that the work we have done, the thinking we have put forth, have been such that has made charity less necessary and dependency less and less among us, so that the measure of our prosperity shall be the extent to which we are needed for charity. The less we are needed, the more we shall have prospered.

We ask Thy blessing upon our deliberations; we ask that Thou be present at every thought that is put forth; with every act that is suggested; with every effort that starts from our deliberations. We ask all these things in the name of the widow, the orphan, the needy and the stranger in our midst. Amen.

PRESIDENT HEBBERD.—The next item on the program is the reading of the President's address, which I have purposely made as brief as possible.

#### ADDRESS OF HON. ROBERT W. HEBBERD, PRESIDENT

As you doubtless know, the motto of our State proudly borne on its emblazoned arms beneath the upright figures of "Liberty" and "Justice," is "Excelsior." Translated into the ordinary English of Webster, we find this means "More lofty;" "Still higher;" "Ever upward." Truly a worthy and inspiring motto for the greatest State in this Western Republic, a State, which as its popular name suggests, is in wealth and population, and in all else that go to make a people great, easily equal to an "Empire" in itself. This word "Excelsior," is not however merely a catch phrase to be written on our ancient coat of arms, but is a motto to be lived up to and observed to the supremest limit of our manhood and our womanhood, if we are to make progress in spreading the advancing light of knowledge for the benefit of our own and other peoples now and for the generations to come.

That along certain lines of social progress this Conference held annually at the Capital City of the State may assist us in living

up to the motto of the State is a consummation greatly to be desired. Briefly stated this is in fact, I trust, the main purpose of the Conference. Should it fail in forwarding this accomplishment it will, as my vision sees it, distinctly have failed of its purpose.

We are not here today and tomorrow so much to tell of the vast amount of good work of a social character that is being systematically carried on in this State as we are here to learn from each other, through friendly conference and temperate discussion, how the great system of charity and correction in this State can be strengthened and improved in the interests of the dependent poor and those who are otherwise unfortunate.

In a general contemplation of the charitable and related work of the State, both public and private, can be found much to promote a just feeling of pride in our achievements tempered by one of regret that much greater progress has not been made.

As a rule our public institutions of charity, both State and municipal, are well equipped for their work. They are also as a rule wisely and satisfactorily administered. Some of these institutions are, however, urgently in need of enlargement, while toward the construction of others for whose establishment the statutes have more recently made provision much greater progress should be made.

The State itself has taken over the care of the feeble-minded, but unfortunately for this class and for the State the present and prospective provision for such care is utterly inadequate to meet the just and reasonable demands of the situation. While it is most conservatively estimated that there are over 25,000 mentally defective persons in this State, public provision has been made and is in sight for but about 8,000 of them.

When the dangers to the community generally which arise from the failure to provide adequate custodial care for this class are considered, the urgent needs of the situation must be obvious. Particularly is this true of feeble-minded women of the child-bearing age who wander about without suitable protection against the consequences of their own mental infirmities, a prey to the vicious and the depraved. Many of these women are mothers of children who will inherit alike their mental defect and their un-

happy histories, unless the State extends its protecting care in their interest and behalf.

Under these circumstances it is not too much to assert that, looking at the subject from a purely financial standpoint, for every such woman cared for in a suitable custodial asylum such as we have at Newark in this State, the State itself derives an ever increasing dividend on the moneys invested, a dividend much greater than it receives from almost any other source.

The State's facilities for the care of delinquent women and girls are also entirely inadequate. From the judicial authorities all over the State comes an urgent demand for the prompt and adequate enlargement of the New York State Training School for Girls at Hudson. A new State reformatory institution for women will also be required in the relatively near future if the needs of this end of the State are to be adequately met, inasmuch as the one at Bedford will soon have reached the point beyond which it will not be wise to extend its capacity.

If our sister State of Massachusetts requires three large State hospitals for the care of patients suffering from tuberculosis, besides making local provision as well, New York State should certainly add as many to the one which it now carries on at Raybrook in the Adirondacks. These institutions are required to care for the early stage and hopeful cases, while those suffering from the disease in the more advanced forms can in many cases be better cared for in suitable local institutions.

The State Industrial Farm Colony for tramps and vagrants, the establishment of which has been authorized by the Legislature and a site purchased at Green Haven in Dutchess county, is an institution whose purpose promises a vast amount of good in general to the State and particularly to the unfortunate and broken creatures for whose improved care it is designed. Those of us who are familiar with the distinguishing characteristics of this nomadic class of men appreciate full well that many of them are of such defective mentality that their custodial care for a protracted period, such as the statute contemplates, would be an unmixed blessing. In many cases harmless if left to themselves they become dangerous to the community when under the influence of strong-minded and unscrupulous companions. Under proper direction at the Colony many of them upon phys-

ical rehabilitation would readily become self-supporting, while at present they are in some unsuitable form or another cared for at the expense of the public.

The State Reformatory for Misdemeanants, another institution for whose establishment the Legislature has given preliminary authority, should soon have a site upon which to commence the erection of its institution, making the commitment of a felony no longer necessary in order to secure reformatory care and treatment for young men offenders.

The State Farm for Women partially completed in Columbia county and for the establishment of which the Woman's Prison Association of the State worked so long and so earnestly, should soon be put in position to do the important work which is the purpose of its being. That some of the original buildings may possibly have cost more than it was desirable for the State to expend upon them should not prevent the more economical completion of this institution.

In many instances the county almshouses of the State should have the benefit of enlarged and improved hospital facilities for the better care of the aged and infirm poor who must seek public support in their declining years. Vagrants should not be permitted to have shelter in the almshouses, and the feeble-minded, the epileptic and other special classes of the dependent should be removed as rapidly as the State itself makes provision for their care. Thus in time our almshouse institutions may become homes or infirmaries for the care of the old and the infirm which will be a vast improvement over present conditions. The office of county superintendent of the poor should be made appointive and placed under the protecting wing of the civil service laws and rules, in order that these valuable and generally progressive county officers may when efficient be retained in office and not be made subject to the uncertainties of frequently recurring elections dominated largely by political issues and considerations too often entirely foreign to the subject of the suitable care of the sick and the poor. In the counties where such superintendents have been maintained for long periods public charitable work is ordinarily carried on in a distinctively better way than in the localities where the changes are more frequent.

The system of outdoor relief in this State also calls for improvement. Such relief should in many cases be withheld, as well as granted, with more discretion. That more adequate and certain relief be provided for widowed mothers of good character who are able to bring up their children properly with such assistance is most desirable. While it may be true, as has been asserted, that few widowed mothers in this State are obliged to put away their children "because of poverty alone," it is equally true that many such mothers because of the present inadequacy of both public and private relief are simply tided over from a misery of today to that of tomorrow, until finally, broken down physically or mentally, and in some cases even morally, they are obliged to break up their homes and place their children in institutions. In his interesting book on "The Good Old Times," Frederick W. Hackwood says, quoting from Elia, and I have been particularly impressed by this, as a good pen picture of the records of many widows' families, the victims of inadequate assistance, that I have recently examined, "The children of the very poor," he says pathetically, "have no young times. It makes the very heart bleed to overhear the casual street talk between a poor woman and her little girl, for it is not of toys, of nursery books, of summer holidays, fitting for that age \* \* \* it is of mangling and clear starching, the price of coals and potatoes."

Almost every northern, as well as almost every western state of importance, aside from New York, has provided special relief for widowed mothers. In the cities of St. Louis, Kansas City, Missouri, Milwaukee and Chicago, the public official and the private charity worker unite in almost unbroken harmony in praising the system whereby, through public aid wisely administered, widowed mothers are able to keep their children with them. This convinces me that the plan is perfectly feasible when properly carried out, and that the fears that have been expressed in certain quarters with relation to its dangers are, as Mark Twain said of the reports of his death, "grossly exaggerated," and largely imaginary. At the same time the warmest friends of this proposed form of relief must admit that the methods of admin-



istration will have to be of a high order if good results are to be obtained.

Our splendid system of private charity shows great improvement but still we must hardly be satisfied until it gives evidence of greater advances, not necessarily in the way of enlarged institutions, but in the way of better planned and more progressively administered ones. It may be true that in the fullness of time, as some predict, this great work which, in investment and results accomplished, far exceeds the work of the public institutions may be taken over by the public authorities, but if so such time is not within the limits of my vision. Meanwhile the people of this State owe the deepest possible debt of gratitude to the men and the women who are rendering this voluntary service, which alone makes possible the humane care of the dependent in this State. Their work should be adequately supported by the public moneys paid for services rendered, as well as by private benefactions that will enable them to improve their plants and thereby their work.

And so I might go on, but my allotted time is up and I must conclude and turn the meeting over to the chairman of the section on children. Before doing so, however, allow me to thank you for your presence at this opening session and to express the hope that we shall have a useful and inspiring series of meetings today and tomorrow.

THE PRESIDENT.— Before proceeding to take up the consideration of the general subject, "Children," the Secretary of the Conference, Mr. Johnson, has some announcements to make.

MR. CHARLES H. JOHNSON, Secretary of the Conference.—The principal announcement at the present time is a request that you will all register. We should like to have a registry of everyone present at the sessions of the Conference. Registration does not involve financial responsibility of any kind, but we desire very much to have a directory of all the people in the Capital District who are interested in the subjects of charities and correction. Such a directory is extremely valuable for various reasons and we hope, therefore, that everyone will register at this session if possible, and surely before the sessions are over.

The chairman has appointed two committees. Committee on Organization; Mr. Herbert J. Hunn, Miss Mary Hinkley, Brother Emery Aloysius, Charles H. Johnson, Dr. Gertrude E. Hall, Hon. Charles E. Weisz, and Rabbi S. H. Goldenson.

The Committee on Resolutions: Rev. J. T. Slattery, Dr. Hortense V. Bruce, and Dr. Arthur D. Dean.

PRESIDENT HEBBERD.—We hope these committees will get to work so as to be able to present a complete report as soon as possible.

The subject of children will now be taken up and will be in charge of the Chairman, Mr. David Morey, President of the Troy Catholic Male Orphan Asylum.

#### REPORT OF THE COMMITTEE ON CHILDREN

BY THE CHAIRMAN, MR. DAVID MOREY

President, Troy Catholic Male Orphan Asylum

MR. MOREY.—The members of our committee were widely scattered, so the program of this section was arranged without calling them together. A majority replied to requests for subjects for discussion and those selected are the ones suggested by the largest number. The child should become a self-supporting, law-abiding citizen. The vocational training of the child, especially in our institutions for dependent children, is a subject of utmost importance. The training of backward and defective children is arousing a deep interest throughout the world. Our first paper will be on this subject. It is a pleasure to introduce Miss Farrell.

#### TREATMENT OF BACKWARD AND DEFECTIVE CHILDREN

MISS ELIZABETH FARRELL

Inspector of Ungraded Classes, Department of Education, New York City

MR. CHAIRMAN, LADIES AND GENTLEMEN.—Mr. Morey asked me to speak on the care and treatment of backward children and I propose to organize what I have to say on this subject under three headings.

First, Who are the backward and defective children? second, Why shall we care for them? and third, How may it best be done?

In New York City we have been for years on this problem of

backward and defective children until today we have about three thousand in special classes and many, many others waiting for the opportunity that the special class offers.

A great many, the vast majority of all these children were pupils in the public schools of the city. They were scattered in the different grades of the elementary school from the kindergarten up through the fifth and sixth grades. A few of these children have been brought in by the permanent school census officer, who found them in his travels looking for children who are illegally detained from school. Because we are interested in children and in their best care, we have taken into the school and into these special classes the children found by the census officer illegally detained at home because of supposed mental defect. Very many of these children are mentally defective and are easily recognizable as very backward children; some are so backward that the school cannot care for them — there is no provision outside of an institution, which deals adequately with their needs — but a large number could with safety to themselves and without serious detriment to others attend the special classes. These children we have taken in.

The children attending school and found to be seriously backward and in need of special care bring me to the first point,— Who are these children? How are they selected? Those children who present one or more of a number of idiosyncrasies are suspects. One type is the incorrigible boy or girl, the child who would not make the usual or the necessary ethical and social adaptations to the school environment; another is the truant, who could not be interested in school work. Another is the child apparently unable to learn to read, even though he regularly attends school. The nervous, the neurotic, the psychopathic child is another type of suspect. The child who is obviously defective, the one in whom is seen the physical stigmata of degeneration must be added to this group. From these various and more or less obvious types, the children who finally find their haven in special classes are selected.

The final selection of children for special class work is along very definite and decided lines. It is not left to the school principal. This obligation is put upon properly constituted officials.

The procedure in the courts of this State has been followed in this regard. No person other than a physician has any standing in court on the question of mental disease or mental defectiveness. For this reason in New York City we have a staff of physicians devoting their whole time to the examination of these backward and defective children. In addition to this regular staff, there are social workers who go into the homes and investigate the home condition and probable heredity of the children. Associated in an advisory capacity is a board, a council, composed of physicians, sociologists, psychologists.

These children are selected in the first place by the school principal. They then pass in review before properly constituted authorities trained in the matter of diagnosing mental defect. Upon that decision they are put into the special classes. The children found by the census officers are also put in the special classes after the examination and investigation by the physician, psychologist and the social worker. This examination is considered most essential in the training and treatment of backward children. They present all sorts of anomalies of development, all kinds of deficiency and disease. It is only by classifying children on the basis of what they themselves present that we can initiate an intelligent method, an intelligent procedure for their ultimate cure if it is possible, or their ultimate care — custodial or institutional — if it is shown to be what is needed.

The backward child is the child at the low end of the mental scale, the child whose endowment is less than the average. Wherever that less endowment is found, the demand for special care and treatment is imperative. It must eventually be listened to, the cry of these children must be heard by all school administrators. The backward and defective children are those who fall below. Just as we have infinite gradations of normal mental life, so we have infinite gradations of mental deficiency, from those just below normal to the lowest end of the scale. There is no known point at which normality ends and deficiency begins.

If there are backward and defective children, they must be cared for. No one questions this. How shall they be cared for is the pertinent question.

We provide and must provide for these children because it is

their right to be provided for. There is much talk, much hysteria about the menace of the defective; but I would ask a body of charity workers, a body of men and women whose work is given to the uplift of less fortunate ones, to consider why we care for them, from the standpoint of the children themselves. We care for them because it is their right to be cared for; they are unable to care for themselves. We should care for them because they are children, and as such need the help and the wisdom and the knowledge of men and women. There is the other reason — they are a menace. I ask you to consider in this whole problem the relative value of love and fear as a motive for action. Shall we do a thing because we are afraid of it? Shall I serve because I fear, or shall I serve because I love to serve? There are ethical values we cannot afford to neglect; there is a motive running all through, that we will do well to heed. By treating the defective and the deficient child because he is a menace, may we not pay too much for the thing we get? In the loss of human sympathy may not the price we pay be as great as the ill we seek to cure? There are these two motives for action, there are these two things between which to choose. Shall we in fear seek to blot out what seems to threaten as a menace to the race? Or will we provide for the backward and defective children because it is their earnest and their sincere and their inherent right?

How shall we provide is the next question. Mr. Hebbard indicated in his paper that the accommodation in this State for those people of feeble mind or with mental deficiency is very inadequate. Coming as I do face to face with the problems of these boys and girls who are adolescent and whom we cannot adequately care for, the question has come to me with great strength lately. Why cannot there be a method of selection in sending these individuals to the State institutions? Why cannot the all too few beds in the State institutions be saved for those whose need is greatest, presumably the adolescent boy or girl, the adolescent children unable to direct themselves? Why shall not these beds, maintained at a great cost, be occupied by those persons who need them *most*, rather than by those children who may not need them as much? It is not an axiom to say that young children are never to go to the institution. There are many homes in which these children

live where the regular orderliness is greatly interfered with by their presence. There are homes where the mother has to become a wage earner and with a mentally deficient child in her home she is unable to attend to the matter of self-support. Situations of one kind or another make it imperative to send a young child to an institution. On the other hand, there are hundreds of cases where the defective child is just as well off at home, and if such were kept there, many adolescent boys and girls could be cared for in the institutions.

Is it not essential to establish some principle of selection upon which the precious beds in the State institutions are to be filled? The present practice promotes the condition of children coming to and going from the institutions. The population in our institutions is constantly changing. This is an expensive method of care. A principle of selection would insure economy; economy in administration, consecutiveness in training which means opportunity for habit formation, which in turn means efficiency and smoothness in the everyday life of the institution. It is only after long and patient effort that the child can be improved. To have the opportunity in a special class, and then be sent to the institution, from which he is withdrawn in a few weeks, then a sojourn on the street and back again into the special class makes a vicious circle from which all the agencies concerned suffer and the child most of all. A little child may be a menace, he may interfere with his brothers and sisters. If so, he should be sent to an institution. But there are hundreds of little children now in institutions who could live in their homes and could be adequately cared for.

Many of you are saying, then you will take into these classes all the children with mental defect without regard to the degree of that defect. The answer is yes until something better is provided. The work of the public school and the training which public school can best give is for children who are not imbeciles or idiotic, but at present with not enough beds to harbor those whose parents ask for help, the school is helpless in the matter. The choice with the school is never, shall we keep this boy out of an institution? The question always is, can we get him into an institution? The public school is the place for the borderline case

who may or may not be defective, the boy or girl who must go into the world to work and earn a living. These we can train. When it is apparent that institution care is necessary, why may not the child be transferred?

The special class in the public school should be the training ground for the institution. Special classes must train so that not one step will be lost in the transfer from school to institution. There should be an interlocking of activity, as there is of motive. Special classes should be the training ground. Special classes should bring grist to the institution mill. This is the function of the school as far as the feeble-minded are concerned; this is the thing the school ought to do; this is the thing that will be done some day when we learn as much about efficient methods as applied to public education and management of institutions as are now applied to business enterprise. These young children left in the homes because the institutional provision is needed more desperately by others are not to be denied formal training. Motor work, both manual and physical, sense training and the development of rhythmic response are necessary. Their physical condition, if possible, must be improved in some such way as would meet the demands of institutional life. They should be trained for their place in the institution rather than the work they never have a chance to do in the world. This whole problem of the care and treatment of backward and defective children is a unit. It is divided at present between workers in different fields, but the school, which is the moulding ground in this country, at least, of all child life, stands ready to offer what coöperation it can. It stands ready, until better ways are found, to train for institutional life those children who in the nature of things will need it.

May it not be possible some day to have the institution stand to the defective child in some such relation as the high school stands today to the normal child? Is it not possible for the school to do the preparatory work and then to graduate, to pass on to the institution, the child it has learned to know and understand and, perhaps, fortunate enough to improve somewhat during his school life? Why not look upon the institution as the high school for these children, as the place of advanced training? The word high school is perhaps unfortunate in its connotation. Its relative place



in public education is the idea to be grasped. A broad view of the ultimate solution of this problem of mental defect must be held. The school is the sifting ground of all child life. As it points some toward commercial training, some toward vocational training, others toward the classical high school, and others toward the high school of manual arts, may not the school of some day point these wrecks of humanity, the defective children, to their larger opportunity, their field of achievement the institution, which will also be their home in which they will live and have their being and make their humble contribution to the progress of the race?

There are defective children and they are in every school. We must care for them. This care must be given with love and reverence for human life, even defective human life. The care and treatment of backward and defective children is a unit now divided among workers in different fields. It is the business of such workers to apply to their particular field of effort all that makes for economy and efficiency in order to hasten the day which will see the vast army of the unfit greatly decimated if not entirely eliminated.

THE CHAIRMAN.—Dr. L. Pierce Clark, who was to have opened this discussion, has been unavoidably detained by illness, and Dr. Max G. Schlapp has kindly consented to give us an address.

DR. MAX G. SCHLAPP.—Mr. Chairman, Ladies and Gentlemen: I was very glad to hear Miss Farrell speak of the children in the schools, and I was also very glad to have Miss Farrell mention the fact that we ought to have some method of selection whereby we can place the proper individuals in the proper institutions.

Mental deficiency is a condition that depends absolutely upon certain causes and we can bring the mental defective individuals into four distinct groups. The first group is the individual who has not developed a normal brain, who, through some cause or other, has had his or her central nervous system retarded in development. Second, we have the individual who has anatomically a normal central nervous system, but whose nervous system cannot respond normally to external stimulations. Third, we have mental deficiency caused by a condition that may come on in the adolescent period of life or a little later that is disturbing the



functions of the cells in the central nervous system. Fourth, we have another condition that is caused by an injury to the brain such as that of an enfoldment, a hemorrhage, tumor, and so on. So we can bring all classes of mental defectives in these four groups. The first group, where the brain is not normally developed, is one for which we cannot do anything. The fourth group, where the brain has been injured, seriously injured, where neurons have been destroyed, we can do nothing for. The second and third groups offer possibilities of helping the individuals.

How are we to differentiate between these four groups? Certainly not by our present methods of examining these individuals in the public schools. Miss Farrell states that they have specialists in the schools examining these children. Now, this is not with the idea to criticize, but let us look at facts and not theories and see what we will do or what we might do. The examinations within my knowledge that are carried on in public schools are not adequate to pass an opinion as to whether these cases are of the first, second, third, or fourth order. There has been established in New York City an institution known as the clearing house for mental defectives. This institution has as its aim and purpose the development of a system whereby we can and hope to recognize the different types and to recommend to the proper authorities what is best to do in each individual type. Now, the public schools are doing good work, there is no question about it. In their ungraded classes they are sifting out these individuals and placing them in ungraded classes. That is certainly a proper thing, but why develop an institution that at best can be only temporary? The ungraded class is an institution that cannot exist always in the way it is desired to establish it. Instead of spending the energy in establishing the ungraded classes, perfecting them and spending lots of money, why will not the public school system enter this fight to increase our State facilities that will harbor these individuals? We think if the public school system were to go into the fight and ask and demand proper facilities by the State, it would not be long before we secured these facilities. Why attempt, at great cost, to educate or to train an individual who will never be self-supporting, who will always be, even if it sounds hysterical, a menace to the community?

Now, Miss Farrell says we must not protect the individual or put him in the institution because he is a menace. I cannot agree there. I say we must think of the normal child just as much as of the abnormal child. If the abnormal child is a menace to the normal child, remove the abnormal child. I don't say the abnormal child ought to suffer. We ought to take care of that child.

I believe we can develop a system throughout the State by establishing clearing houses in different sections of the State. The duty of these clearing houses will be to coöperate with the public schools and with institutions that have to do not with child life alone, but with individuals below the school age and with individuals above the school age. We must develop a united system wherein every defective person can be examined, a diagnosis made and that individual placed in a proper institution. If, as I believe, it is the idea of the department of education in New York, if they wish to establish in the public schools a clearing house for the examination of the children, and if another clearing house is to be established to examine court cases, and another to examine individuals from institutions other than court cases, why we will have three or four different clearing houses doing the same work. I believe one could do that work and I believe that this clearing house could coöperate with the public school and I am sure that it would be anxious and willing to coöperate in every way.

It seems to me the first step to take is to get the State to establish the institutions to receive all these individuals who are a menace to the community, and, as Mr. Hebbard has stated, the first thing to do is to protect the female, the woman in the child-bearing period of life, the feeble-minded woman in this period. This is the person who is a very serious menace to the community, because she very easily gets into trouble and she brings forth others who may be defective. I believe it is the duty of the State to protect all these individuals and also the community by protecting them. I think, therefore, if the State were to provide proper facilities for caring for all these individuals it would be economy because by trying to train defective individuals — that is, outside of institutions — we are spending a great deal of money

and the results will not be what we expect, because a mentally defective person who is permanently a mentally defective person will never be able to make his living or be self-supporting, and I believe the time will come when all will be in institutions and cared for by the State. Therefore, I believe to inaugurate that move or to bring about that thing, we ought to establish throughout New York State in regular sections clearing houses where the children and the adults may be examined, classified, and through these clearing houses placed in proper institutions and there, if necessary, kept for the rest of their lives, and then in that way I believe we will be able to cope with this problem and we may be able to diminish the mentally defective in the community.

THE CHAIRMAN.— The subject is now open for discussion.

#### GENERAL DISCUSSION

RABBI S. H. GOLDENSON, Albany.— I should like to say a word with reference to the second topic discussed by Miss Farrell, namely: the question as to the reason why a child, a defective child, should be helped. There was a little difference of opinion between Miss Farrell and the last speaker. The difference, it seems to me, arises from an unfortunate separation of the reasons instead of joining them one to the other.

It seems to me that one need not necessarily separate the reasons. We may help a child both because that child is a menace, by which I mean that the child is a menace to the well children, and also because we believe in the sanctity, if you please, the worthwhileness of that child's life even though that child may be somewhat defective. We ought to get as many reasons as possible for helping human beings. We should always have regard for the well and normal children and also for the welfare and well-being of the defective child. The reason why we should not help a child out of menace as much as out of love is instructive, I think. If we approach the child from the point of view that that child is a menace or an injury, we do the least for him. That is the reason, the underlying reason, we separate him; we get rid of him; we wash our hands of him as soon as possible and do as little as is necessary to protect ourselves, and yet we have to be protected.

The second reason, the reason of love, of course, is more intensive. It is more formative; we do more for the child for his own sake. But it seems to me there is a third reason and that is the reason of duty. Fear is one reason, love is another, but duty goes even somewhat farther. By duty I mean the realization that the child, that defective child, is so because we ourselves have had an interest in making it so, directly or indirectly, consciously or unconsciously. That is to say, when we look at a child, that is abnormal and defective from the point of view of his being a social product, then we approach him from the standpoint of duty. That is an important attitude to take because when we regard human beings from the standpoint of duty as products of our own social misbehavior and misconduct, then we begin to study causes. It is only when we realize that we ourselves have been more or less responsible for that child's condition that we get behind the returns, that we seek for conditions and seek to alter the circumstances. I should add, therefore, a third reason to those that Miss Farrell mentioned—the reason of fear, the reason of love, and furthermore, the reason of duty.

THE CHAIRMAN.—Any other discussion of this subject?

MR. H. P. GRAHAM, Investigator, City and County Poor, Cohoes.—I think the trouble is not always with the child. The teacher should be examined. In my fifteen years' study, I find a good many causes come from the teacher. In a good many cases the teacher should be examined more than the child. I know of children born of defective parents that have produced the best citizens in our town. Another thing, I have known of teachers going behind a child and making it unpleasant for that child, so that the child drifted into the orphan asylum. Today the child is made to produce something; he does farming or something of that kind. I believe the first thing is to examine the teacher and see that she is fit for the position she takes.

THE CHAIRMAN.—There remain about two minutes.

DR. C. EDWARD JONES, Superintendent of Schools, Albany.—I want to call attention to one phase of the work as it has been brought out by Miss Farrell and Dr. Schlapp. It doesn't seem

to me that the difference is so great as we might imagine. The doctor has told us what would be an ideal condition. Miss Farrell is out in the field; she must have some sort of platform to stand on and she is standing on it. Now, when you talk about a clearing house established by this State, we are talking generations and generations ahead. The only clearing house today which it is possible for us working in the field to establish whereby we can do intelligent work is the public school and we must meet those cases there and, through the public schools, determine what shall be done with them. I believe the only way we will ever get public opinion to that stand where it will be able to coöperate in helping get these unfortunate cases into institutions is through the patient, soul-building work that can be done by the public school teacher, and it is assured through the kind of work Miss Farrell has indicated. I believe in the generation to come we will be able to accomplish something like what the second speaker has indicated.

DR. SCHLAPP.—A clearing house is already established and during the last year has examined four thousand individuals and is working out statistics which I think will be of value. These clearing houses will be established in other parts of New York State and will also be established in New Jersey modeled after the one in New York City.

#### THE EDUCATIONAL VALUE OF LABOR

DR. ARTHUR D. DEAN

Chief of Division of Vocational Schools, University of the State of New York,  
Albany

THE CHAIRMAN.—If there is no further discussion, we will proceed to the next paper by Dr. Arthur D. Dean, Chief of Division of Vocational Schools, University of the State of New York, Albany.

DR. ARTHUR D. DEAN.—Sometimes I wonder whether any agency is seriously interested in furthering the useful labor of children. I have a mind to call a convention to be sure about this matter. Someone has said that if a man really wants to know what he thinks, he starts a club; and if he wants to be very sure,

he calls a convention. We have national societies for the promotion of about everything. Let us have just one more organization and call it the Society for the Promotion of Useful Work for Children.

I am quite concerned over this question of keeping children usefully employed. Of course, I know that we have plenty of working children and that many of us are trying to stop the condition; but so far, few of us are interested in having children working. The average home, consciously or unconsciously, deliberately robs its children of the opportunity for useful labor. The industrial system works its children, but it does not always give children a chance to work at useful labor. The school assigns its tasks of study about world's achievements resulting from labor, and calls it work; and when the home does strive for some useful work for the children, the industrial system or its attendant civilization comes along and upsets the older domestic system which made possible useful work in the home. When the school recognizes the evil and offers courses in work, the schoolmaster, overpowered by tradition and method, brings forth manual training courses as formal and as artificial as the rest of the school studies. Finally, to crown it all, the opponents of child labor, filled with commendable zeal and possessing very accurate knowledge of the harmful effects of working children, come forth with laws to keep the child out of the factory, out of the home sweatshop, out of the mine and out of the store, with the result that the child is returned to the unoccupational school and the unoccupational home.

Between the manufacturers, who will not employ children at skilled work, or perhaps it would be better to say, at work which requires intelligent effort; the parent, who will not provide occupational work at his home, or perhaps it is fairer to say, who cannot see his way clear to compete with the disastrous effects on the children of the present manner of living; the schoolmaster, who cannot see the necessity for supplementing memorizing with actual doing, or in justice to him it might be better to say that he would reform his schools if the public had a better appreciation of the value of the manual training courses which are genuinely occupational — I say, between all these forces the children stand helpless.

I do not know as we can really blame these agencies. The industrial system is tied up with competition, dollars and output. If it can use a boy or a girl at the machine it will. If it cannot use immature children at skilled work, or work requiring intelligent effort, it will not. Many times the children beg to go to work, even at a machine. They would just as soon express the will of a machine, which gives them the dollar, and a little rather express its will, than go to school and express the will of a system with which it has no understanding, and even less interest. The home is busy over other matters. It, too, is thinking of intake, dollars, outgo, supposing, and quite wrongly, that the educative process is bounded by the school tax and its accompaniment of books, courses, percentages and diplomas. The schoolmaster has his troubles without adding newer and more difficult tasks. He has his thousands of children of foreign parentage who must be taught to write and speak a language which they hear and see only in school or on the street. He has his millions of children who must be taught the elements of citizenship; his thousands who require his attention to their defective eyes and ears; his millions to whom must be given some appreciation of the country's boundaries, resources and commerce. And then some one advances the idea that children should be taught useful labor, and that the school should set children to working! No wonder the schoolmaster holds up his hands. He is only human, and the school day's program is but five hours in length.

To cap the climax, the National Child Labor Committee attempts, and it succeeds, too, in preventing the working of children. Notice I say the working of children; I did not say that the committee prevents children from working. There may be and there is a great distinction. No intelligent body of men and women interested in child welfare can or does object to children working under normal and rational conditions, when such conditions develop the boy and the girl. Such a body only objects, and rightly, to the working of children when such work is detrimental to the child's health, to the educative process and to the welfare of the State.

This Committee sees little boys and girls in the fruit canning regions of New York, working at the heavy tasks through



excessively long hours and at meagre wages, not for a few weeks, during the summer as is supposed, but through many weeks, sometimes even interfering with the spring and autumn months of school. It sees mines, glass factories, textile mills, cigarette factories, employing young children at lines of work and at wages which offer no contribution to the physical, moral, economical and social well-being of children. It sees the child of the tenement working nightly on artificial flowers, clothing, willow plumes, hats and toys under the dim gaslight in unventilated tenement rooms, crowded to suffocation, and often reeking with filth. It sees children entering industries, not for training, not to learn habits of punctuality, neatness, thoroughness and system, but simply to get money. And when it sees these things it does just what you and I would do: it stops it by legislation. But when it stops the evil, we find — or we should find — that the problem of working children is but half solved. It remains for the school, the home and the factory to set children to working.

Dr. John Dewey of Columbia, a philosopher and educator and a man of vision, puts it this way:

“ The educational problem faced by the city of New York, as by every other great industrial centre, is whether the community as a whole shall care for the education of the children or whether the education of the largest number shall be left to the unregulated conditions of factory life.

“ Child labor laws, upon the whole, approached the question from the negative side. They have kept the children out of industrial pursuits until they have reached a certain age, and have presumably secured a certain amount of schooling. The problem will not be adequately dealt with on its positive and constructive side until the community furnishes to the large number of boys and girls, who are about to become wage-earners, educational facilities that equip them intellectually and morally for their callings in life; and until continuation schools, in some form or other, are provided for at least all children between fourteen and sixteen, who are engaged in factory work.

“ The new child labor law of the State of New York, while more stringent as a preventive measure than the older



law (since it requires the boys and girls to have attained the Grade of 6B or the age of 16 years), actually increases the demand for more schools and courses of study better adapted to the needs of those going into industrial pursuits. Naturally, it is the duller children who, not reaching the 6B Grade, have to remain in school till they are 16 years old. To a large extent these children, backward in book studies, are just the ones to whom instructions that use the hands and the motor energies would appeal. Meantime, they are kept out of industry, and yet are not adequately prepared for any useful activity in life."

"Kept out of industry, and yet not adequately prepared," is what Dr. Dewey writes. The child labor committee is the promoting agency for keeping them out. Who or what will adequately prepare the children for useful activity in life? I wrote to Secretary Lovejoy of the National Labor Committee for the answer to the question. He tells me that his committee has thirty employees on its staff, and spends about \$60,000 a year for the purpose of agitating against children laboring under the conditions which I have so briefly indicated. I asked Mr. Lovejoy what he proposes to do for these children in the line of useful labor so necessary to child development while he was so successfully legislating these children out of the factory, the home sweatshop, the canning factory and the mine. His reply is significant: "In view of the fact that the public school system has something like \$450,000,000 a year to spend, and employs 535,000 people, it seems that this part of the problem is up to the school crowd." And I guess that Mr. Lovejoy is about right, except that I should like to add that the home and the parent are other possible agencies.

Yes, it is up to the schools and the parents; the institution is the parent. I suspect that in the long run the majority of the schools can be reformed in the direction indicated before the homes; and I am equally sure that the individual home can provide useful labor for its children and set its children to working long before any public school can change one gear in its educational machinery.

The superior and discerning parent can start the job tomorrow. Let him remove his wishbone and replace it with backbone. Let him stop being a cave dweller in a flat, and "try on suspicion" the suburb. I am writing, of course, of the superior parent, just as later I shall address the superior schoolmaster and finally should advise the superior commonwealth.

Very likely the worldly endowed parent will have difficulty in finding any useful work for his children and having them see that it is a useful and necessary labor. I recall Blank, the banker, who, filled with the idea that his boy was missing some of the benefits which he had received on the home farm, bought for the boy a wood saw and a cord of wood. The boy sawed industriously. He never winked an eye. He was as obedient as with the daily lesson on the violin or with the slipping on of his youthful dinner tuxedo. But with the sawing of the last stick came the remark, "Father, why do I do it? We've got a million, at least, haven't we?" As the father afterward told me, "I could buy the saw and the wood, but I couldn't purchase the environment and the conditions under which I was raised." I am sorry for that father. He is a fine-grained, public-spirited captain of finance. His boy is a delightful chap, but the boy knows nothing of useful labor. To be sure, his memory is being trained in committing tasks, his reasoning powers are being disciplined through lessons in science and mathematics; but after all, these qualities are somewhat remote and shadowy compared with the training of attention and judgment to do things with a real motive behind and a real outcome ahead. The father, in common with other men who are great today, was not reared in a city flat. He was trained, as were they — most of them — by hard work on a farm, in the open, teeming fields, under blue skies, driving patient, toiling horses, caring for cows and chickens, doing the manual training of the daily chores. "Playing hard," as Dr. Rumely of Interlaken says, "when they had the chance, in meadow, forest and brook, living helpfully in that world of which we are a part and upon which our life itself depends."

Some fathers of discerning minds send their boys to such men as Rumely and Riordan or to Reddie of Abbotsholme — men who do not overlook the importance for educational purposes, as Dr.

Dewey puts it, "of the close and intimate acquaintance with nature at first hand, with real things and material, with the actual processes of their manipulations, and the knowledge of their social necessities and uses." It is in such schools taught by such men, for such ends, that there is a continual training of observation, of ingenuity, constructive imagination, of logical thought, and of the sense of reality acquired through first-hand contact with actualities.

Parents who send their boys to such schools pay from six hundred to a thousand dollars a year for tuition and board. The boys chop trees and build houses, cut and store ice, sink and protect wells, fire and tend boilers, install and maintain lighting systems, plant and harvest crops, raise and tend animals — not as a novelty or a diversion from books, but as part and parcel of the educative process. Meanwhile, poor, misguided but well-meaning people of less worldly goods fairly slave to keep their Johnnies at school with books, in a home of no occupations, at a leisure of street corner loafing, in order as they say, "so Johnnie will be educated and never have to work as hard as we old folks."

The recently much-discussed ten million dollar Ford — master builder that he is — when someone asked him if he was going "to provide for his son," is quoted as saying: "Yes, I am providing him with a job in my factory." And when someone asked him how he had gained his peculiar insight into the property of metals, said:

"As a boy, from the time I was eleven to eighteen, I had to earn my own bread working over a vise in a shop, with hammer, chisel, fire and forge. I worked constantly with metals, and during that time I gained a peculiar insight into their properties that has been the basis of all my later work in manufacture. What I regret more than anything else is that today our young men, carried on by the spirit of the schools, do not get this work experience early enough to have it impressed upon them and become a vital part of their experience. Hand experience should be the basis that underlies their whole thinking."

Yes, it was hand experience which was the basis that underlaid Ford's thinking and it is knowledge through work which leads to power of thinking, to judgment and to accomplishment. We need practical work as a part of the educative process, not so much that we may become better mechanics, or farmers, in later life, but that we may acquire the broadest possible experience and understanding of the world in which we live. And we all need this whether we are destined to become clerks, doctors, lawyers, bankers and business men, quite as much as artisans and farmers.

How to get this work — to get children working — is the question. It can be done in the home by the discerning parent, who lives in a suburb. It can be done by the man of means, intellectual and financial, who sends his boy to an Interlaken. But at present writing, I haven't the answer for the boy who is pigeonholed in an apartment. The city school must answer the question for the city caveman. I do know of one city boy who is having a fair chance at useful labor. The father is a groceryman. The house lot provides for a stable and garden. During the ten-year period between the ages of 9 and 19, this boy has cared for the vegetable garden, fed the horse, cleaned the stables, attended to fifty varieties of fruit and flowering bushes, and worked vacations in the store. He goes to school for six hours a day, and "gets along in his lessons." The latter satisfies the neighbors and convinces them that the boy is "getting an education." I confess he does not play much, but there is no greater joy to childhood than manipulative and creative activity. His father sees to it that the boy has a share of the material profits of his work. The work is not drudgery. His face and his words showed, when I asked him how he liked work, that somehow delight in activity itself had shaded insensibly into work.

Professor Noyes of Teachers' College states it concisely:

"The truth is, that the common idea of work needs correction. So much of the world's work has been done under compulsion, either in chattel, serf or wage slavery, that the idea of work as the irrepressible outflow of energy for a determined end has not permeated the common conscious-

ness. Now the discharge of energy is the most continuously pleasurable of human sensations. Impressions, however delightful, in time lose their force, but expression in the free outpouring of energy is an unceasing joy. Our concept of work is so confused by the shame attached to it in its common form of toil, by the pain and exhaustion of drudgery, that we are blind to the joy and glory of work, the means and the proof of human achievement."

But someone says, "Oh, another fad!" I wonder if it is safe to call needlecraft, gardening, home decoration and shopwork in wood and metal, fads. Let us not be careless in thinking of the educative process. We do not always dig deep enough into this process. We constantly mix "schooling" with "education." We think of books and not bodies, of historical facts instead of human food, of mental discipline rather than moral durability.

Parents are willing to work the flesh off their hands to the bone that they may give their child an education in school and deny them at the same time a backyard, a set of tools, a garden, or an electrical outfit, because, as they phrase it, "We want Johnnie and Mary to get their lessons." Yes, Johnnie needs to get his lessons — and what are they? He needs the lesson of good health, of care of his body, of interest in the world of nature, of knowledge of scientific phenomena about him, of capacity for doing things, of knowing the relation of cause to effect — and lessons from books. The latter will tell Johnnie what the other fellow has done. It is well for him to know of these accomplishments. But if our Johnnie is himself to do things when he grows up he must begin the process when he is a boy. One cannot get good health alone by reading about it, or sturdy legs by naming the bones, or good morals alone by studying preachments, or spelling by holding a dictionary; and how in the name of common sense can he learn how to do things except through doing them; how can he learn to observe except by observing; how to be industrious except through industry?

That is the way that the fond parent himself developed. It is the way that all men have developed. In the nature of things Johnnie must develop the same way. For every shop removed

from the old farm there should be a set of tools in the hands of the boy; for every water wheel that has ceased to turn at the old mill, there should be a study of present manufacture and transportation of power; for every mother of the old order displaced, there should be a new mother who teaches her girls to do things; for every field displaced by the apartment there should be a park and a playground.

Do not suspect for a moment that I am pleading for boys to learn to saw boards, or girls to cook merely because boards are to be sawed or food is to be cooked, or that to learn to do merely means the doing of the thing itself. It is a deeper question. It is the learning to do things because only through doing can the child be so developed that he can later on do for himself. I am urging that boys and girls learn to accomplish, learn to serve, learn to feel that pleasure which comes from a thing well done — not merely to learn to cook or to sew or to make wheels turn round or to make carrots grow. These are desirable enough in their way; but the thing that Johnnie or Mary will carry with them into the world is more useful, more fundamental, more important than board planing, or bread making, or garment making, or carrot growing. It is the ability to take hold and accomplish a result because they have the background of previous accomplishments and results.

After giving suggestions to the discerning parent, there comes the consideration which discerning schoolmasters may give to this question of children working. Professor Noyes emphasizes it in his monograph: "Overwork, Idleness or Industrial Education," from which I will quote:

" Shall we be content with prohibition of child labor or shall we proceed to have organization thereof for education purposes? Children have for ages worked, have been educated in the truest sense by their work; can work to great advantage to the community and to themselves and, under proper conditions, like to work \* \* \* The factory as it exists today cannot do this and inevitably we turn to the public school as the means of solving the problem \* \* \* But we find that children are trained to be consumers rather than producers; that they do not adequately partake in the

community life, especially on its industrial side, and that there is a lack of rich personal experience without which their school training in linguistic expression is largely futile. The school expects its children to talk and write without sufficient material of experience about which to talk and write \* \* \* The function which the home has been obliged to abandon, namely, the furnishing of available industrial life to the child, the school has not assumed \* \* \* Manual training as ordinarily conducted does not satisfy these conditions. In almost no school does it occupy more than one per cent. of the child's waking hours. It is only by the elasticity of language that it could be dignified as 'work,' for it is plainly not productive labor \* \* \* At best, this constructive handwork takes a child no further than the town or craft stage, and there he is left, so far as systematic education goes, at the threshold of modern industry \* \* \* The school problem is: How the children of the community shall be saved from the evils of premature and deteriorative labor, from ignorance, from idleness and from the consequent immorality. If the school does not make them intelligently industrious, the factory, the mine, the store, will make them ignorantly so, or the street will keep them idle and worthless \* \* \* If the school is to teach industry as well as letters and the other essentials, there must be an extension of school hours \* \* \* If it educated him through play, through the dance, through systematic exercise, there would be less idle and vicious time upon the street; if it educated him through work, it would increase his industrial efficiency, and through both play and work he might well be spared some of his present study of books, with no loss of knowledge of what they contain. Three hours for study, three hours for play and three hours for work would be an arrangement far in advance of our present system with its worse than waste of child energy."

After the discerning parent and the discerning schoolmaster there comes the discerning State. How will this superior State attack the problem of educating children through useful labor? To my mind, it will be by transposing the words "working chil-



dren " into the words " children working." Not merely, however, changing the order of the words, but changing the spirit which is behind the two phrases. This means turning the greed of employers in exploiting the nonskilled labor of childish hands into the spirit and purpose of the continuation school plan, whereby children may attend school for a part of the day and work at industry for a part of the day; turning the stupidity and shortsightedness of parents who now exploit their own children, into the belief that additional schooling with books plus wholesome labor at school or in the factory will make better men and women, give larger pay envelopes, and make better citizens, than the present plan of shoving children into industry for all day, when it tends to drag down wages and drive adults out of work; turning the present conviction on the part of parents that the schools are no good into the conviction that added schooling, when wisely administered, increases the child's chance of making a better livelihood; turning on the part of the children the irksomeness of present school duties and the ennui of the street with the consequent willingness on their part to go to work, as the only alternative, into a more normal activity work in the school, a longer school day, with resulting less idleness on the street.

The discerning State will recognize that it has only touched the problem of working children when it passes laws forbidding child labor. There still remains the larger problem of setting children to work — working wholesomely — working normally. The child labor problem is nothing as compared with lack of labor on the part of children. Child labor as it now exists pictures conditions which should not be possible in America.

Recently one of the New York evening papers printed a cartoon showing a little factory girl working in a textile mill, and over the machine was the notice: " Do not waste the machine's time. Your value is gauged by what you get out of this machine. Keep it at top speed." Evidently there was no concern over what the machine got out of her. It may get even her youth, her strength, her health and her opportunity. No wonder the good people agitated and demanded laws to regulate the employment of children; but we might have pictures of street idleness, of the effects of long, needless vacations; of the lack of labor in the home



and the school; in short, we might have cartoons pointing out the absolute abnormalness of present child life, whether in home, in school or in factory. Such pictures, while not as striking as the one already mentioned, are equally necessary and effective if the American public is to be brought to the point of giving consideration to the question: What shall we do when we stop working children, and how shall we develop an educative process which will keep children working?

THE CHAIRMAN.—The discussion of Dr. Dean's paper will be opened by Rev. Brother Emery Aloysius, Superintendent of St. Vincent's Male Orphan Asylum, Albany.

REV. BROTHER EMERY ALOYSIUS.—Mr. Chairman: In speaking of manual industrial training and its educational value, I should like to call your attention to the fact that this refers particularly to institutions for children and has for its specific object the idea underlying this industrial education, namely: of making the child independent, having self-knowledge of what he is doing.

The educational value of the training to the head, the heart and the hand seems to find its fullest meaning in the "Watchword of Vocational and Industrial Training," as laid down by Dr. Arthur Dean, whose highly interesting and instructive paper we have just heard.

He very properly calls this triple education: "The Conserving the Whole Boy." We who are engaged in the work of training the orphan and dependent child know full well the immense value and far-reaching influence industrial training has on the lives of these our future men and women who, in the large majority of cases, are destined to lead lives of honest domestic and industrial toil.

We know and rejoice at the fact that along lines of intellectual and moral training wonderful advances have been made for the dependent child. Men and women of pronounced and acknowledged pedagogical and practical experience have devoted themselves to this special work with an earnestness and singleness of purpose that admit of only one interpretation, love of the unfortunate child.

Looking over their work in behalf of this class of children, we find that for the past decade or two the results in both the in-

tellectual and moral status of such children have been most gratifying. Best text books on methods of imparting knowledge have been introduced in the teaching of our little ones notwithstanding the drain on our financial resources.

The highest and best in the moral order have been the ideals set before our little ones. All this is as it should be, for we are not to have our less fortunate little people deprived of those advantages that the more fortunate ones of their age enjoy.

But when we look over the ground of what we call vocational and industrial training, we must admit that this special department has not in many instances kept pace with the physical, intellectual and moral training of our children.

The harmonious development was not complete. I say not complete advisedly, for while in some instances and in some places the industrial atmosphere of our asylums did begin to show itself, it was by no means as visible nor was it felt so perceptibly as were other subjects. Now, however, industrial training is incorporated in the life of every boy and girl intrusted to the care of home or asylum.

Industrial training to be of value to the child should surround the young mind from the moment it has reached the age of observing. And that this be so, we have the most elementary kind of "home industries" thrown around them.

Every home has many little things to be done that the mother or father has not time to attend to and that should be done by the children. These little duties vary with the sex of the child. We are all alive to the nice and proper adjustment made of these duties in a well-ordered asylum or home, and here is the very beginning of responsibility for the child, and the real idea of industrial valuation for him.

We know that responsibility is the inseparable companion of our lives; it brings to the surface the best that is in us; qualities that would have remained dormant if responsibility of one kind or another did not appear to call them forth to bud, blossom and bear fruit.

We have no doubt at some time in our lives met children who were not really bad, but somewhat difficult to manage, their genius for making and giving trouble amounting almost to in-

spiration. Well, after all kinds of treatment had been brought into play and had failed, someone comes along and puts this little bunch of nerves in charge of something or some department. Like a flash this youngster changes, and now we see him moving about like a person in authority, grave, sedate, thoughtful; he is now in charge; he is now responsible. Industrial training is the keynote to this responsibility and hence is the fundamental principle underlying his future success.

To my mind, there is no doubt as to the immense value of manual or industrial training for our little ones. The term "Manual Training" practically expresses its purpose, which is to teach the eye to see clearly and observe minutely, the hand to execute accurately and reproduce faithfully what the eye has seen.

In addition to this the eye and hand are to be under the control of a well-regulated will-power.

We know from our experience with young people how very necessary it is for them to be taught how to control their will-power. Those dominant passions, love and hate, hope, fear, attraction and repulsion, show themselves in child nature at an early age. As the will is what many call a "blind power," which does not act till the intelligence going before sheds on it the light of its perceptions, how necessary in our dealings with child nature that we develop in them love, hope, attraction, in direct contrast with their opposites.

My interest in favor of manual training was greatly stimulated after I had paid a visit to the Albany Vocational School, then under the able direction of Professor Wilson. What I saw there convinced me of the immense educational value such an industry would be to our boys and I determined to have just such an addition to our industrial equipment.

Last May, I attended the Buffalo-Rochester Vocational Conference held in the city of Buffalo. On that occasion the delegates were invited to visit the Manual Training and Printing Schools of that city. In both, I saw the splendid work done by the boys. There and then I made up my mind that what is being done in Buffalo and Albany Vocational Schools can be done by our boys also.

To educate boys and girls along lines that exclude industrial and domestic training tends to unfit them for their real life work, and the careful observer will notice that in real life most work is industrial.

"We are not teaching a trade nor sending out finished workmen," said a speaker at the meeting of the National Society for the Promotion of Industrial Education. We are training the faculties of the children; training their observation, training their will, and hence building up character. Industrial training has not only an economic value, it has also a social and educational import. Its object is not only to give the child the best possible start toward the life work in which he will show the greatest contentment, but it teaches him the dignity of labor and the respect due the laborer. It develops in him personal initiative, and gives him an appreciation of the fact that mental efforts as well as physical fitness are a part of the equipment of the artisan. Who, may we ask, are calling for this training?

First, the breadwinner. He feels the loss of time he experienced when he entered upon his calling and wishes that others at their beginning be better equipped than he was.

Second, the manufacturer joins with the wage-earner in the demand for industrial training. He knows that the skilled workman tells for lessened cost of production, better quality of labor and maximum quality for output.

Third, noble-minded and generous persons with a desire to ameliorate the conditions of humanity, men and women who have some knowledge of life in large cities, life in tenements, who have come in contact with the harder side of life, who are anxious to solve the many problems of childhood, call on us to do something in the line of manual training.

As students of education we all know that the uplift of the Negro and Indian boy and girl has been brought about largely by industrial training. The advantages to be derived from industrial training may be summed up as follows:

In the physical order, eye and hand are trained to their best use. Body is strengthened, aptitude and handiness are created.

Mental order. Brain is stimulated to habits of attention; the intelligence is quickened and knowledge is made definite and precise.

Moral order. Love for work is created. So we find that industrial training gives one a proper idea of the dignity of labor, inculcates love of order and stimulates self-reliance.

It is a daily exercise of virtue. Here we find the impulsive are taught patience, the irritable are taught restraint and self-control, the indolent are stimulated to industry, while the clumsy and awkward are trained to ease and grace in execution, and above all the activities of youth are directed towards acquiring useful habits.

Summing up the words of another, let me say, that though the zenith of handicraft has been passed by the perfection of mechanical skill, still we forget that for ages countless hands have left works of surpassing excellence in writing, carving, weaving and sewing.

Nor should we forget the masterpieces of the great minds of former days in painting, in sculpture, in architecture, that would never be ours were it not for the skillful training of the hand.

Finally, by industrial training in our asylums and schools, we do not propose to turn out a finished industrial product at the age of from 10 to 16 years, but we do propose and feel that we can send out children with faculties trained to observation and concentration, with will-power determined to succeed in the essentials of the real meaning of life — to find out just where he fits in on the great stage of life and there prove himself efficient.

Then will the saying of Carlyle be verified in the lives of our dear little ones, "Blessed is he who has found his work; let him ask no other blessing."

THE CHAIRMAN.—Mr. Herbert J. Hunn, Superintendent of the Troy Orphan Asylum, will continue this discussion.

MR. HERBERT J. HUNN: Mr. Chairman, Ladies and Gentlemen.—We learn by our own activities or by observing others; but there are certain characteristics developed only by personal experience. We cannot truly sympathize with the afflicted unless we have ourselves passed through the same trial. In like manner, appreciation is possible only through recognized possession. We care little for things of which we know little. Have we not robbed ourselves of much of the true value of labor because we have failed

to grasp the significance of its ideals or realize its rewards? Work well done contains its own reward apart from and above any intrinsic value and it is because we do or we do not recognize the educational value of labor that some of us toil for the very love of it while others complain if forced to do even a reasonable amount of work.

What are some of these character-making rewards which form a part of labor itself?

Man is naturally curious; if, as already stated, he learns by doing, a great incentive to work is the acquisition of knowledge. That "experience is a good teacher" has become almost an axiom. The pursuit of knowledge correlates progress. "Wisdom is the principal thing; therefore, get wisdom and with all thy getting, get understanding." There is considerable satisfaction in learning a new fact or in mastering an intricate proposition. We rejoice in the ability to know and in the power to think through to the end of a problem clearly and logically. Men are paid for what they know by which others can profit, but there can be no adequate price set on the value of knowledge to the learner himself. We detest the "rubber-stamp" man who is willing to take the experience of others for knowledge he might have gained himself, for the man who is simply the expression of other minds and who has done nothing original or who has no opinion of his own, for the man whose backbone is a wishbone, who is always a trailer, contented to be so, and to his shame fails to realize there is anything better.

We are greater than the things we produce. Capacity is not a matter of *avoirdufois*. The architect of a cathedral, the engineer of a great waterway, the conqueror of a nation, the inventor of a machine, or the founder of a system of right living has been spurred to nobler effort by the longing to produce, by the desire for ownership. There is a sense of possession gained in no other way. We prize our own creations more than similar articles of even greater merit. We point with just pride to our accomplishments and count not the long and arduous hours of labor they have cost. The boy who never "wants to make something" will never make much of himself and will, like the willingly ignorant, help to fill the rear ranks and be first to retreat.

What is it in the pull of a kite, the veer of the rudder, the turn of the steering wheel, swaying an audience, selling to an apathetic customer, winning a debate, or directing others which gives a zest to hard work, severe strain, and long hours of labor? Is it not a sense of government, of control, a vital touch with life that tingles to our fingers' ends? Man's first instinct is self-preservation and his second, dictation. For influence, authority and leadership men will strive without counting the cost of time, labor and personal sacrifice.

Pedagogues, philanthropists, divines, and all workers with the same high ideals are agreed that education in its fullest sense is preparation for life. As we have seen, the educational value of labor is complex, often recognized only in part. It is not the acquisition of knowledge, the ability to produce, or the power to control that we are to learn from labor, great as these lessons are. Beyond these lies the ideal of the fullness of life so eagerly sought, yet unattained because unappreciated. From this viewpoint, the lesson from labor assumes a new form. Labor rises above its monetary value. It is no longer a question of self-support, but presents itself as opportunity for living unequalled. To gain that fullness and satisfaction from life which destroys ennui, creates contentment and inspires ambition, the long disguised blessing of *work* has been given and holds within its endless and tireless grasp the lessons of self-respect, virtue, and service. And these characteristics of man are simply the doorways to present and future happiness.

Dr. Henry Van Dyke tells of a schoolmaster who says, "My school is the world in miniature. If I can teach these boys to study and play together freely and with fairness to one another, I shall make men fit to live and work together in society. What they learn matters less than how they learn it. The great thing is the bringing out of individual character so that it will find its place in social harmony."

We have heard an able plea for "Children Working vs. Working Children." How shall the change be wrought? Is not our first step to gain a great conception of labor and help our children to see it, too? Tell them and show them why we work; help them to see the power of knowledge, production and control and inspire



them with the joy of service as steps to a full realization of life itself. Labor alone can teach this.

#### GENERAL DISCUSSION

MR. GEORGE McLAUGHLIN, Chief Inspector, State Commission of Prisons, Albany: Mr. Chairman, Ladies and Gentlemen.—I am very pleased to hear the suggestions that have been made this afternoon, that the activity of children, the employment of children, is a thing to be commended. I have not been entirely in sympathy with all the efforts, the extreme efforts to prevent child labor, because I have felt from my own experience as a boy and my observation in the world that it was an unbalanced effort as has been suggested here this afternoon. My observation has been that if a boy hasn't learned the habit of industry before he is fifteen years of age, the chances are that he will never learn that habit, and hence I approve of the suggestion that with our book education, the boys in school should have this industrial education along lines that may be adjusted satisfactorily to their development. I do not mean to say now that I favor the child labor in its extremity that has been characterized and opposed in the factories and in other places where children are made slaves, I am bitterly opposed to that; but at the same time, I think the effort to prevent that should be a balanced effort and that children should not be raised with the idea that they must not do anything useful until they get to be fifteen or sixteen years of age, however hard their mothers may slave to feed them and clothe them, that it is simply up to the boy to go fishing and idle his time on the streets and not grow up to be useful and industrious. I have felt refreshed that that idea has been brought out here this afternoon.

MR. CHARLES L. CHUTE, Secretary of the State Probation Commission, Albany.—I think there is just one solution to this great question that comes up at nearly every conference of this kind, that it must be up to the schools now to provide that which the homes cannot provide, handwork and manual work, and preparation for hand pursuits which were formerly provided in the homes of the country and on the farms. Most of the children are now born and raised in the cities, and it is simply impossible for the parents to find any such work for them to do. Therefore, I think



it is up to the school to do it. We must keep on urging the schools to provide actual hand labor, useful and productive labor in some kind of shops, or, as is now being successfully done in Massachusetts and in some parts of the South on land purchased and owned by the school systems; gardens, where children may be put to work in the summer time, especially during the vacations, and allowed to produce something, and to get a profit from it, because there is a great deal of pleasure and incentive to get some product from the labor in the shape of money. I think we must make our schools industrial all the way through and offer every boy and girl a chance to do handwork and productive work in connection with the education. We must tackle the industrial side and make our schools industrial and make our industries educational, educational to those going into them and that are in them, and we must bring our employers and manufacturers into coöperation with the schools so that they will devote their thought and energy not only toward making a profit, but also toward producing useful and well-trained workers.

REV. JOHN GIFFEN, Superintendent of Albany City Mission.—I should have liked to have heard the other side of this question with reference to the boards of education, and we mustn't forget the condition of affairs as they are at present. In the demand of the school upon the child, the teachers are compelled to bring the children up to a certain standard. These children in the public schools have to pass certain examinations and a great deal is expected of them, and from my observation with reference to school children I think they are driven hard enough, and you will have to lower the standard of education if you are going to combine it with industrial work.

With reference to the high schools, they also demand the very highest efforts of the children, and when a girl or boy is going to college the requirement in the college is very high and there they are always speaking about raising the standard, so it brings to my mind an illustration after this manner, that there are race horses and there are dray horses, and all kinds of horses, and they are trained for special kind of work; so we have different animals trained for special purposes. So I think we will have to adopt something like this with reference to the education of children,

those going into industrial life, those going into business life, and those going into educational and also professional life, so we must not lay too much emphasis upon the industrial at the expense of the educational. If you will bring more of the theories of industry into the subjects studied in the school, I believe the child having the theory will also have training to use its objective senses as he sees them, and to draw lines when he meets the practical things in life. These are just a few ideas suggested by the papers I have heard. The children seem to be driven to their utmost, and then you must take into consideration that all children have not the same strength and power of mind and strength of faculties. The bright child and healthy child coming from a good home where it has every opportunity and good food and fresh air and these things are taken into consideration; very likely he would have a great deal of time to devote to the industries or in the factory.

MR. EDWARD A. GROESBECK of Albany.—I came in to-day to hear Dr. Dean's paper. During the past year I was appointed to an official position in connection with the vocational work in the city of Albany. I was ignorant of the work. The president of the board of education was a particular friend of mine and I was very glad to take hold of that work in the city to help him and I became interested in it. I want to tell you if you will just start into that work you will be enthused. I find the vocational work has stirred me up on the question of industrial education. I have been trying to study up the matter a little and I have been surprised at the interest the people are showing on this question. The schools are not reaching the purpose, I believe, for which they were established. I will not say that, but people are getting a very different idea of what education means. I read a little while ago that a gentleman who was giving a lecture gave a definition of education and that after the lecture a locomotive engineer went up to the speaker and said, "I don't agree with your definition of education. I want to give you mine. Education is being onto your job." Whether it is a locomotive engineer or head of a technical school or of the State, education is being onto your job, and I believe the ideas of the people are getting more and more onto this, that education should train a man for his life occupation. If it should be a classical education, that is right; if it

should be an industrial education, that is right, but train the boy or girl to the work he or she is going to do in his life.

I suppose we are waking up here in Albany and I believe Albany in the next five years is going to see a great advance in vocational and technical education. I believe education is meant to draw out and put into a man the very best things that can be found. If it is classics, all right; if it is mathematics, all right; give him just what he wants, not put him into a grave, put him into the place where he can develop the best abilities that are in him, and I think just now the call is on the industrial line. For the last fifty years our schools have been working on classical lines. We have developed many valuable men and the work has been done well, but I think now is the time to turn our educational thought in the line of industrial and vocational work.

At the dedication of our High School the other day a man of this city, formerly president of the board of education, said there are five hundred professional men in the city of Albany, doctors, ministers, lawyers, and such, and then he said there are seventeen thousand industrial workers in the city of Albany. Which way do we want to train our children? Let us train them industrially.

THE CHAIRMAN.— May we ask Mrs. Dunphy, Superintendent of the Children's Institutions on Randall Island, to say a few words on that first paper.

MRS. MARY C. DUNPHY, New York City: I thank you for the privilege, Ladies and Gentlemen.— I was so amazed at the statement made by Miss Farrell. I am sorry she is not here. The statement she made that after these children were educated in the public schools, taught trades or whatever it was, they could go to the institutions. I think she mentioned Randall's Island. I was rather surprised at that because Miss Farrell knows that for the past forty years the Department of Public Charities has been conducting a School for the Feeble-minded at Randall's Island and I can say here that it is second to none I have ever visited in this State or in any other state, or in Europe.

There has been a great deal said about industrial work and I am very glad for this reason, that I don't know any place where more industrial work is accomplished for the feeble-minded than

at Randall's Island and Randall's Island has blazed the trail more than any institution I know, and as Miss Farrell has seen so much of the work of Randall's Island I was surprised.

Now, I may tell you that I believe that educational training is the only thing suitable for the feeble-minded. Remember, I speak of the feeble-minded, not of the backward children who have a right and I believe they should be in the public schools, the backward and dull children, but the distinctly feeble-minded should be in an institution and the greatest danger comes from the high grade feeble-minded. At the present time we have at Randall's Island fourteen children who have become mothers, many having one, two, three children and one woman has had five children. Of course, we keep those separated from all the other children because it wouldn't be proper to have them relating their experiences to the innocent ones.

Now, when Miss Farrell or the Board of Education proposes to take charge of this work, I cannot understand it. It is amazing to me when they know what has been and is being accomplished every day. At the present time at Randall's Island we manufacture all the clothing for nearly two thousand people. The feeble-minded do that. They make all the baskets, cane all the chairs for Randall's Island and every other institution that is under the Department of Charities; they make all the mats used from the old ropes discarded from the steamboats of the Department. I don't know of any place where better work is being done than at Randall's Island. The teachers are nominated by the Board of Education. The classes are regularly examined by the district superintendent of the Board of Education and you have only to refer to the reports that they make to see what they consider of the splendid results we have there, so I was rather astonished, in fact, as they say, it took my breath away when I heard Miss Farrell say that they should train the children in the public schools and then send them to Randall's Island.

In regard to the high grade feeble-minded. The greatest danger emanates from them. The low grade are eliminated because they are sent to institutions by their parents or friends, but it is the high grade feeble-minded from whom the danger comes. This

has been realized by the people in Massachusetts so they have had a law enacted creating a commission to investigate this white slave traffic, and I will read what they say: These declarations are made in the reports submitted to the Legislature to-day by a commission appointed by the Governor and Legislature. The commission has conducted a detailed investigation in seventy-nine cities and towns, including all the large cities and the more important towns. Groups of women under arrest or serving sentence in penal institutions and reformatories have been examined and studied. "The fact that one-half of the women examined were actually feeble-minded," the report says, "clears the way for a successful treatment of this portion of this class." "The mental status of those under arrest should be determined and such of them as are found to be feeble-minded or defective delinquents should be placed under custodial treatment. The recognition of feeble-minded girls in the public schools and proper provision for their protection in the community, or custodial care in an institution, would prevent much of the immorality among these girls." So the greatest danger, and they have recognized it in Massachusetts, is this high grade class of feeble-minded. It is folly to educate this class of children in the public schools, because no amount of moral training that a feeble-minded child may receive will ever make him proof against the temptations he will encounter when he leaves the institution. I have never known one that has gone out from an institution that hasn't returned, so I think it is ridiculous to think of educating the feeble-minded child in the public schools. With the backward children and dull children it is different.

THE CHAIRMAN.—If there is no further discussion, I will now give way to our president, Mr. Heberd.

THE PRESIDENT.—This afternoon's meeting has certainly been most interesting and I believe instructive. I have been particularly interested myself in the discussion that has taken place on the care of the feeble-minded. I took particular notice of the word "love" as used by Miss Farrell. A great many meanings have been given to that word. I remember reading a very inter-

esting little poem once which asked what love meant and asked a dozen or more questions with relation to its meaning. One was, whether it was that spirit which caused one to die for the object of his or her adoration, or whether it was just that spirit which meant the man going along and paying the rent and buying the clothes and food, and to pipe a minor note in the domestic life of the family. It seems to me that love for these unfortunate creatures means not simply love for the being that stands before us, but it means that love for the race which will take care of that creature in such a kindly and humane way as will prevent countless other creatures from suffering as this one is suffering.

The weakness of the position of the Department of Public Education in the city of New York lies here. It has been willing, apparently desirous, of going along caring not merely for the dull and backward, not merely for the high-grade mentally defective, but for the imbecile, even for the idiot and has never raised its voice, so far as I know, to compel the State authorities to make suitable custodial provision for these classes. If the Department of Education of the city of New York had put this matter up to the Board of Estimate and Apportionment and the Board of Estimate and Apportionment had used its great influence with the members of the Legislature from that city and with the Governor of the State showing the necessity for the proper care of these children, we would have had that care long ago. Now, there is some reason behind this. What it is, I do not know. It has been suggested that the Department of Education desires to care for these children not only for the public schools but for the custodial asylums and that may be wrong, but there is some reason with relation to this matter. As a matter of fact, the Department of Education of the city of New York has no more reason to conduct custodial asylums for the care of the feeble-minded than it has to conduct hospitals for the insane or almshouses or orphan asylums, and as I have said before, the weakness of the position of the Department lies in the fact that it has not tried, as it ought to try, to get suitable State custodial asylums for the care of this class.

I was sorry Miss Farrell would not stay. I urged her to stay because I told her this matter was to be further discussed, but

she felt she had to go. But it is a matter to be discussed and Mrs. Dunphy should say what she had to say and for my part, I must consider it clearly the duty of that great Department to work night and day and to cry out for means whereby these children who come under its care can be suitably provided for in custodial asylums under the care of proper authorities in the State of New York.

Now, the great institution that Mrs. Dunphy represents — and it is one of the greatest for the care of this class in this or any other State — is doing wonderful work and is doing it against greater obstacles than any other institution of its kind is obliged to face. The Board of Estimate and Apportionment is willing to pay the very meanest salaries, \$10 and \$15 a month, to the helpers in that great institution, and but recently a department of that Board stated in a report that has been made public, that has been printed in the public press, that it is true these workers are drunkards, but that they ought to be continued in the service because the city has no other place to provide for them. That is actually so and because even if they pay more they may not get better help although the statistics of the institution show entirely to the contrary. When I was Commissioner of Charities it was a constant source of surprise to me that this branch was able to take care of these children. I remember very well a lady connected with the Metropolitan Hospital coming and saying that of all the children sent to that hospital for care, for treatment for some acute form of disease, none came half so clean, half so well cared for as the defective children that came from Mrs. Dunphy's institution on Randall's Island. (Applause.) Now, it seems to me that it is the duty of all who are interested in this subject, and especially the duty of those who are brought acutely into contact with it, to do all that is possible night and day to secure the enlargement through State appropriations of the institutions intended for the care of this class. In my opinion that is really the proper solution of this great problem.

Now, I understand that the secretary has a few announcements to make before we close and I will call upon Mr. Johnson to make them.



THE SECRETARY.—The same announcement that was made at the beginning of the session, only with a little more emphasis; that is, that everybody register. I think perhaps I made a misleading statement at the beginning. I said, registration did not involve any financial liability. That was true, but it did not mean that we are so rich that we do not need any money. We are very glad to have anybody contribute to the maintenance of the conference. Those who are doing the work of the conference receive no salaries or wages. The money is used for postage, printing and such necessary expenses.

I want to call your attention to the program for this evening. It is rather a peculiar coincidence that this afternoon's program should deal with mental defectives. The program this evening is on that subject. Those who are to speak are Dr. R. W. Hill of the State Board of Charities, Dr. Clinton P. McCord of the Health Department of Albany, Dr. Bernstein of the Rome State Custodial Asylum and Miss Marion Collins, Investigator of the State Board of Charities. Dr. McCord is doing a wonderful work in this city. Dr. Bernstein has one of the best conducted institutions in the State and Miss Collins has had great experience as an investigator for the State Board of Charities. This is a live subject as you probably realize this afternoon and one on which we all ought to be informed so we urge your attendance here this evening.

THE PRESIDENT.—If there is no further business, the meeting will stand adjourned.



## SECOND SESSION

THURSDAY EVENING, MARCH 5, 1914

Held in Assembly Room, Ten Eyck Hotel, Albany

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GENERAL SUBJECT: MENTAL DEFECTIVES

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MR. ROBERT W. HEBBERD, presiding.—The meeting will please be in order. The secretary has some announcements to make, under the heading of general business of the Conference.

SECRETARY JOHNSON.—An invitation has been received from the Troy Orphan Asylum to hold the Third Capital District Conference of Charities and Correction, or at least a session of that conference, at the Troy Orphan Asylum in Troy. I move, Mr. Chairman, this be referred to the proper committee.

THE PRESIDENT.—Under the rules that will go to the Executive Committee, which has the function of deciding as to the time and place of the next meeting. Dr. Robert W. Hill, Superintendent of the State and Alien Poor, was to have presided to-night, but owing to the fact that a meeting of the Board was called in New York to-day and I cannot be present, he was obliged to take my place, so his report will be read by his daughter, Miss Helen Hill.

## REPORT OF THE COMMITTEE ON MENTAL DEFECTIVES

By the Chairman, DR. ROBERT W. HILL

Superintendent State and Alien Poor, Albany

MISS HELEN HILL.—Modern civilization, to some extent, prides itself upon the provision it makes for the unfortunate, the sick and defective. We have revised the old conception of social responsibility and are not in agreement with the doctrine which obtained a few generations ago that "Might makes right." Brute force on occasions has a value in this world but it is not entitled to

rule, nor, fortunately for humanity, is it able any longer to control society. The sword has given place to another power, more subtle, more far-reaching, but requiring brains to use. The wireless telegraph sends out its pulsations to a much greater distance than the thunderings of the mightiest ordnance which we have been able to construct can be heard, and the nations, while still jealous of each others' powers and "spheres of influence," realize that man must have more consideration than business or politics.

The prevalence of social unrest, which all must recognize, is due more to the diffusion of knowledge than to the curtailment of opportunity; for without the schoolmaster and the press, ignorance would prevail and men would not realize the fact that others have entered into possession of a portion of their birthright. The propaganda of socialism meets its measure of success because the spread of knowledge makes social evils apparent; but the intelligence that makes men realize the desirability of better things for themselves compels them to recognize their obligation to others and therefore the age of thought leads to the age of philanthropy. Among civilized people everywhere, the doctrine of brotherhood is now proclaimed, and as a consequence, hospitals, asylums, homes and other provision is made for the weak and unfortunate. If we had figures covering five hundred years, it could be shown clearly there has been a large increase in the average number of persons who are cared for annually by what we call "charity;" but it would also be proved that multitudes in former years who should have been the recipients of kindness, either died of neglect or disease, or were left to groan out their days without an effort on the part of society to alleviate the bitterness of their lot.

What is degeneration? It is a falling away from the normal standard of function and efficiency and it may affect both the body and the mind or either of them. Under some conditions, as improper food or untimely labor, it is more likely to weaken the body than the mental powers, except as the latter are dependent for their best work upon the physical machine; for it will be admitted that a normal mind may be associated with a body which falls below the ordinary standard of efficiency. The Bible tells us that in ancient times there were "giants in those days," from which one would infer that the development of the physical man

had produced tribes or families whose members were physically greater than any of the peoples of the surrounding nations. We know also that when out of the northlands, the barbarians made irruptions upon the lands held under Roman rule, the Romans were impressed by the physical bulk and strength of their assailants. Yet the giants of ancient days, who represented physical development, were swept away and destroyed by the Davids of their times, and the large framed barbarians of the early Christian centuries, although temporarily successful, were ultimately absorbed by the very people whose lands they had overrun, and their characteristics of bulk, height, weight and physical strength were lost in most of their descendants. Size does not count when compared with brains, for in a recent war, the small men of Japan defeated the large Russians through better generalship and superior mentality. History then seems to tell us that the lasting world conquests have been made by the stocky races, and we may reasonably infer that there has been no degeneration so far as the physical man is concerned.

But what shall be said about degeneration of the mental power? Here we meet with a difficulty. In ancient times there was no such thing as general education as we know it. Few there were who attained scholarship. Reading and writing in some form have been known since the dawn of history, but the power of expressing thought in that way was for centuries limited to the select class, who were trained in temple schools or in the households of rulers. The common people toiled and gave little thought to the morrow, and less perhaps to the great mystery of life and its manifestations, which in all ages has been the chief stimulus of mind. There were feeble-minded persons then; there are mental defectives to-day, and while humanity lives and accidents occur, doubtless there will be unfortunates with defective mental powers.

In ancient times the feeble-minded "made sport" for the people, and we read in Scripture that David deceived the Philistines by presenting himself as a demented person; but in these days the mentally affected are pitied, not mocked nor made the victims of idle sport. If the index of progress is the attitude of the people toward the unfortunate, it would prove that in civilized countries the tendency of the times is toward increase of mental power rather

than toward decay. It has been well said that the degree of mentality is the measure of civilization and for this reason, the man of brains rather than the man of brawn is most important in the world's work.

In civilized communities, the unskilled laborer is useful and respected as a necessary unit in the State, and although he must work under direction, he counts as one citizen. But men of superior ability like Washington, Franklin, Lincoln, Longfellow, Lowell, and men of skill and genius like Eli Whitney and Edison, are often spoken of as "one in a thousand" or "one in ten thousand," and their services to humanity have a multiple value.

The theory of genius is that it crops up once in so often, sometimes from an obscure origin, but more often in families of known ability, as in the Darwin family, which produced not only Charles Darwin, author of "The Descent of Man" and "The Origin of Species," and his son, but Sir Francis Galton, a cousin, who laid the foundations of the new science of eugenics. The famous Bach family boasted thirty-three talented musicians. Progress in music, art, science and government is made possible by those with special ability, and achievement in any age must be measured by the mental stature of a few citizens, and when several such mentalities exist at once, the period is considered one of great distinction. It was thus in the golden age of art and philosophy in Athens, the Augustan age in Rome, the Renaissance, the Elizabethan period in England, and in the latter part of the eighteenth century, which felt the intellectual power of Goethe, Schiller, Wordsworth, Burke, Pitt, Rousseau, Voltaire and many others in Europe, and Franklin, Jefferson, Hamilton, and Jonathan Edwards in America.

Traits usually run in families, although sometimes they appear isolated in individuals, and this is especially true of subnormality. There are special defects which mark family history for centuries and modern science seeks to control the propagation of similar stigmata. There are major defects, which destroy the usefulness of persons as citizens, viz.: insanity, criminality, epilepsy and idiocy; and minor defects which we tolerate knowing that they are offset more or less by good qualities. These minor defects are in the line of bad temper, lack of judgment and fore-

thought, indolence, unfaithfulness, personal conceit, etc. Just as special talents well used make for the advance of civilization and social institutions, so defects of mentality are recognized as the cause of most of the antisocial conditions in our communities. Racially, it is important to recognize these antisocial products and to limit the supply, for epileptics commit some of the most reprehensible crimes, feeble-minded persons are not infrequently pyromaniacs and destroy valuable property, the insane in their manias commit murder and nearly all criminals are recognized to be persons of unbalanced and uncontrolled mentality.

When society is studied in this way, it is from a comparatively new viewpoint. In earlier times attention was directed to the virtues and vices of rulers, but no one studied the influence of the common man upon the destiny of the race. Literature reflects this mode of thought. Until the eighteenth century the common man is practically unknown as the hero of a tragedy or romance. The dramas of the Greeks dealt with gods and goddesses; those of Shakespeare and Moliere mainly with kings and persons of high degree; but in the eighteenth century writers began to write stories about humbler persons, and the public found them interesting because they reflected ordinary life. Then dawned at last the great age of individuality and democracy and the least of God's creatures began to be considered of importance in a social as well as a religious aspect. The annals of the poor were sung in verse, witness Wordsworth's "Cumberland Beggar," Goldsmith's "Deserted Village," and Burns' "Cotter's Saturday Night," which brought up for consideration the episodes of everyday life and made possible diversified charitable endeavor. Later the charity organization movement was born and the bearing of defect upon national efficiency recognized. Then, too, followed the various children's institutions, the schools for the blind and deaf, and those for the feeble-minded, villages for epileptics, alcoholics, tramps, vagrants, reformatories for men and women and training schools for young delinquents.

The twentieth century shows a reaction against massive institutions. It has been said that the immense congregate institutions which have been built are monuments to stupidity, but rather let us recognize them as milestones of progress and evidence of noble

purposes. The people of this country see dependents, delinquents and defectives with better eyes than did the people of the middle ages who were content to give them alms, or than did the people of the eighteenth and nineteenth centuries who gave greater attention to the unfortunate and to measures for alleviating their sufferings but with little thought to prevention.

This is a more practical age for we are less emotional and more scientific. Our ambition is not alone to alleviate distress but to prevent it, and so anxious about the future are many thoughtful persons that they would segregate or sterilize every defective individual and thus, in time, cut off defect. Our investigation of the poor has taken a new turn. We measure skulls and statures, inspect palates and the condition of eyes and teeth. We search for adenoid growths and study the shape of hands and ears. We look for asymmetries, test the grip and knee jerks and ask questions to determine the mental endowment. In our search for the causes of defect, we look up parents, grandparents and great-grandparents, cousins, uncles and aunts, sisters and brothers, and if we trace a thread of defectiveness in the family line, we recognize the sinister course of inheritance.

There are those who look for the causes of defect in environment and try to correlate malnutrition with inability to spell, and poor ventilation with failure in numbers. Investigators now make use of their knowledge of psychology, anatomy, physiology, anthropometry, and heredity for the improvement of social conditions. This means that we live in an interesting transition period with regard to the treatment of public dependents and especially mental defectives. We seek for causes and find science as yet unable to answer all of our questions, hence we are carefully exploring the field and gathering data for analysis with earnest zeal like that of Agassiz and his associates more than half a century ago, of whom the poet writes:

"Said the Master to the youth,  
We have come in search of truth,  
Trying with uncertain key  
Door by door of mystery;  
We are searching through His laws,  
To the garment hem of Cause.

“ As with fingers of the blind,  
We are groping here to find  
What the hieroglyphics mean  
Of the Unseen in the seen,  
What the thought which underlies  
Nature's masking and disguise,  
What it is that hides beneath  
Blight and bloom and birth and death.”

The trend of the times is toward vital results from research in this interesting field. If the study of mental defect helps to a better and more satisfactory knowledge of human nature and human frailty, if it opens up avenues of investigation into the matter of attention, association, instinct, emotion and will, if it settles scientifically the centuries-old debate concerning the freedom of the will and personal responsibility, the reward will be sufficient for the work.

It has been the purpose of the Committee to bring to your attention at this meeting some of the latest information with regard to the methods of examination now in use, and in order to do this, two superintendents of institutions, one for normal children and one for defectives, a school physician in a large city and an investigator who makes a specialty of testing mentality, each having professional and expert knowledge, have been invited to speak.

The methods now in use, although as yet not fully worked out, have served to throw light on dependency and defectiveness and are causing a radical change in the disposition of criminals by the courts and in the treatment of delinquents and backward children. As our means of diagnosis improve, we may reasonably hope for still greater progress in charitable work and social reform, for it will mean preventive methods and the gradual elimination of the unfit. The unborn generations are entitled to sounder bodies, saner minds, more effective education and purer morals. The Hebrew psalmist had a vision of this future happiness, the Greek philosopher contemplated the achievement of the “highest good,” Virgil in his “Eclogues” sang of “The Golden Age,” and prophets and statesmen have dreamed of the splendor of a rejuvenated race. But it has remained for social reformers of our age and for scientists of the practical school



to urge the improvement of the race through nobler development and the elimination of the unfit. It may be our good fortune to have some part in the work which prepares for the race the glorious destiny foretold by the singers of old, and shadowed forth in the pictured "Utopias" which have expressed the ideals of many centuries.

THE PRESIDENT.—The next item on the program will be a paper on "Causes of Backwardness in Children," by Charles H. Johnson, superintendent of the Leake and Watts Orphan House, Yonkers.

#### CAUSES OF BACKWARDNESS IN CHILDREN;

CHARLES H. JOHNSON,

Superintendent Leake and Watts Orphan House, Yonkers

MR. CHARLES H. JOHNSON.—A backward child may in general denote any child who has not attained the standard of intelligence usually accepted for its chronological age. Technically the term has been used to denote those cases which are on the border line of normality, that is, those who are not defective enough to be segregated in institutions and yet are not normal enough to associate successfully with normal children. Cornell in his discussion of this subject classifies the mentally deficient into three classes, the dull, the borderland, the feeble-minded. The dull child is the "child who fails to do ordinary school work satisfactorily, but nevertheless is normally intelligent in everyday words and actions and not markedly peculiar." The borderland cases, technically termed "backward children," are "those so deficient intellectually that doubt exists whether to classify them as normal or feeble-minded." The feeble-minded are those "with incurable mental deficiency of pronounced degree originating previous to adolescence."

Adopting this general classification we can again divide the latter group — the feeble-minded — into subdivisions according to the degree of their backwardness. We would then have at the top the moron with an intelligence corresponding to that of a twelve-year old child, the imbecile with an intelligence of a seven-year old child, and the idiot who would be on the mental level of children two years of age. All these groups are capable of still further subdivision into low, medium and high. We have then a long line



of mental conditions which may generally be termed conditions of backwardness, differing from each other principally in degree and only partly in cause.

Beginning at the bottom of this list we find that to us as social workers the lower grades of defectives and their causes are not of such vital interest. The apathetic or driveling idiot, the leering imbecile, are so very defective that they can be of little social danger; they are so evidently incapable of development that it is apparent to every one that their need is not educational opportunity, but custodial care.

It is when we reach the higher grades of mental defect and approach the dim border line to the lower grades of normality that our perplexity arises. Here are the cases that cause us our educational troubles, clogging up the grades and finally dropping out and lost. It is these cases that cause us our industrial difficulties, filling the ranks of the low paid and unskilled laborers who are in and out of a job — mostly out — most of their lives. It is this class that creates many of our social problems of crime and delinquency. They recruit the ranks of criminals, prostitutes, vagrants, beggars and insane. Reform schools and penitentiaries report large numbers of their wards as "backward" individuals who are just across the line on either side, mostly on the subnormal side. They are the despair of teachers, social workers, institution managers and criminal court judges. They are no special cause of worry to themselves. On the contrary, they are cheerful, pleasing individuals, often possessing good looks, but nevertheless a burden to their own generation and carrying within themselves the germ of a mental defect which may be transmitted to curse many coming generations. They are a present and a future menace.

The figures given us concerning their numbers also makes imperative a knowledge of the causes. Laughlin of the Cold Spring Harbor Eugenics Record office states that 10 per cent of us are so antisocial as to be unfit for parentage. Rittenhouse, president of the recently formed Life Extension Institute, has stated that 75 per cent. of the twenty million school children in the United States are more or less defective. Dr. Vaughan of Ann Arbor says "the American people are threatened with a

spread of mental and moral degeneracy through the multiplication of the unfit." Dr. Gertrude Hall, of our own Conference, says that "only half of the dependent children we have examined and tested in New York State are up to normal standard." Dr. Goddard estimates that at least two per cent. of the children in the public schools are mentally defective and incapable of taking their place in society. If Dr. Schlapp could investigate Tannenbaum's army to-night, he would probably find most of that crowd defectives. Applying this ratio to New York City it means that there are 15,000 feeble-minded children in the public schools of that city.

The United States Bureau of Education puts the situation in this fashion: In a normal school population about one-half of one per cent. of the children are genuinely mentally deficient; ranking above these comes a group of feeble-minded children, constituting about three and one-half per cent. of the school membership. Ranking above these children comes a larger group of mentally sound, but slow, children. In the average city this group amounts to about 33 per cent. In most cities the majority of them are boys and they are normal individuals for whom the present school curriculum and regime are ill adapted.

However it should be borne in mind that abnormality presupposes a standard of normality. There seems to be at present no fixed or generally accepted form or standard of intelligence. The word "standard" has not here the definite meaning it possesses in other fields. In order to determine the degree of backwardness in the child numerous tests have been devised, all based on a supposed standard of normality for certain years. These tests vary, however, and the degree of backwardness a child may be charged with will be decided largely by the standard accepted by the particular test and by the examiner. If you raise your standard you increase the number of subnormal children, if you lower it you decrease the number. The number of mentally backward or defective children then is largely dependent upon whether your standard of normality is high or low. Mental defect is not like typhoid or a broken arm, either you have it or you have it not. There are so many shades and so many degrees of differentiation in the upper grades of defectives that it is not possible

always to tell what it is you have found, or if you have really found anything. It is easy to say how many have physical defects or stigma of degeneracy, but it is not so easy to speak in a statistical way of feeble-mindedness. The decision of the nature and degree of mental defect or backwardness is not one that can be left to amateurs. So many elements enter here that expert opinion is extremely necessary.

Some time ago I visited an institution and was interested in looking over the children in the lower grades. I asked the teacher, who didn't appear to be extremely well informed on any particular subject, if she had ever had any test made of her children. O, yes! She had tested them all, and when I inquired what her experience as a teacher was I found she had had no experience, simply had read a little on the subject, and I was very glad that none of my family were in that particular classroom and would have to be tested as feeble-minded or normal by her rather superficial test.

However, making all due allowances for differences in testing methods, for personal equation, for insufficient knowledge of individuals, and other similar factors, we are nevertheless facing a situation that demands serious consideration at the hands of men and women interested as social workers in bringing in a better day and generation. We should feel with Shakespeare that "Now remains that we find out the cause of this effect; or, rather, say, the cause of this defect; for this effect, defective, comes by cause."

In seeking the causes for this distressing situation we find that there are certain causes which may lie back of all degrees of mental defectiveness or dullness. There are other causes which function most in mental dullness, and still others which function most strongly in pronounced mental defectiveness. Owing to the possibility of overlapping of causes, clear-cut classification of causes in particular cases is difficult.

There may be a backwardness in mental development due to lack of educational opportunity. All children are subject to retardation if they are absent from school. They may be retarded when illness keeps them much at home. There may be a condition of paralysis, paraplegia due to some lesion in the spinal

cord, but it is not a mental condition. It is backwardness due to absence from school. There may be a backwardness due to lack of opportunity. Many famous men were probably backward or retarded in their youth for this reason. With the opportunity came development.

It may be due to domestic conditions, with a consequent lack of inspiration. Environment has a larger place as a cause of dullness than as a cause of actual mental defect. It is doubtful if a bad environment will cause real mental defect. Environmental defect may cause a condition similar to imbecility. Here however it is retardation and may be alleviated by education. Mythical stories have centered about wolf children, who are supposed to have become wolfish by association with wolves. These stories are usually mythical but may have for their basis children who were probably imbecile, as such children will often do things suggestive of animals. That environment affects the growing child for good or evil, and inspires or retards it, is however certain. Consider the home where ignorance and poverty abound, where the parents belong to that lower grade of foreigners perhaps who are interested neither in the mental nor physical welfare of their child and think only of its commercial value, and you will not marvel that there is a difference in the quality and quantity of the mental product of that poor child and its more fortunate brother who lives in a better environment. The domestic atmosphere of a child may have much to do with its rate of mental development, and if teachers could visit the home surroundings of their pupils they would understand the causes of many of the happenings in school. A school teacher was discussing her pupil-problems and was enthusiastic about one rosy little girl who was doing so well in her lessons. "But she has a splendid mother and I am not surprised that she advances" said the teacher. "Her health is properly cared for at home, she has the right recreations, and she hears intelligent conversation. Some of our poor little things who are backward can not be blamed for it; poor neglected babies — ill-fed, ill-clad and not even clean. One little girl, eight years old, told me that she and her sister, six, dressed themselves, prepared their own breakfast every morning, and left home for school without a kiss or a word from

their mother, who lay sleeping in bed." A child in a western city had a horror of school, made no progress and was in a state of mental depression. The cause here was not far to seek. His mother loved him not wisely but too well. He had long hair, a lovely large bow on his chest, was always brought to and from school by his mother who did not wish him to speak to naughty boys, and at home was taught embroidery. Interesting examples of the effect of environment are children who have lived in orphan asylums of the old type, and children from the canal boats and coal barges. The lack of social contact by the former and the migratory life of the latter cause a backward mental condition which however is not due to mental defectiveness. Cornell says "Altho' without proof for the assertion, it appears that an improper environment is the most frequent of the causes of dullness."

There may be a mental retardation due to physical causes. A man may be neurotic from excessive cigarette smoking. In so far as his physical condition is affected, his mental processes may be likewise affected. It is purely a functional disorder and in these cases an improved hygiene may correct the neurosis, and the mental condition improves. Where the neurosis is not thus transitory it may be due to hereditary conditions. In some cases the domestic and the physical condition may overlap. An investigation will reveal a very defective dietary. Food may have been improperly balanced, irregularly taken, poorly selected, cheap, old, decayed. The children have not been taught to eat properly. Perhaps their sleep is irregular and disturbed. This may be true of rich children as well as poor. In a study made in a western city 40 per cent. of the cases were nervous defectives. Perhaps among physical causes may be mentioned epilepsy, although this is rather a secondary cause. The primary cause would be the condition, hereditary or otherwise, which caused the epileptic condition. The amount of backwardness here will be determined somewhat by the age of the child. One author believes that an epileptic at twelve may get through the grades and even do high school work, but an epileptic at five will probably never get through the grades.

Closely allied to physical causes, and indeed actually such, are defective sense organs as a cause for mental retardation. In Germany it was found that in the lower grades 22 per cent. had defective eyesight, in the upper grades 58 per cent. In the United States defective eyesight affects about 20 per cent. of the school children. Five to six per cent. of the children in the United States are defective in hearing. Eye strain and overtaxed attention, due to defective hearing, leads to irritability and consequent mental inability. Out of more than 99,000 children examined in New York City in 1905, 18 per cent. or over 18,000 had enlarged tonsils, and 10 per cent. had adenoid growths, many of these with accompanying affections of ears, nose and lungs. Gulick and Ayres examined 1,012 atypical children, four-fifths of whom were ten years of age and over. Of these 60 per cent. were suffering from malnutrition, 78 per cent. from nervous disorders, 56 per cent. from adenoid growths, 60 per cent. from hypertrophied tonsils, 69 per cent. from defective vision, 30 per cent. from defective hearing and 80 per cent. from defective teeth. A majority of these children had numerous defects, and malnutrition was plainly one of the important causes of their mental retardation. In an institution in this city a boy who seemed to all appearances to be a low-grade defective was found on examination to have both ear drums pierced and almost unable to hear anything. One cannot be too careful to look after all physical defects in backward and retarded children, for by their removal we find the cause of the mental condition.

The slowness of mental development may be due to racial causes. In a comparison of white and colored children measured by the Binet scale of intelligence, Dr. Josiah Morse of the University of South Carolina finds that in the same course of study and with equally good teachers 29.4 per cent. of the colored children are more than one year "backward" to 10.2 per cent. of white children; that 69.8 per cent. colored children are "satisfactory" to 84.4 per cent. white, and but 0.8 per cent. of colored children are more than one year "advanced" as compared with 5.3 per cent. of white children. However, we are here on debatable ground. The advocates of racial equality will insist that such differences are only apparent and if present are due to unequal opportunity;

that given the same opportunity the races will show no inequality. They will say that while it may be true that the brain of the black man is on the average about two ounces lighter than that of the Caucasian, yet the variation in both races amounts to twenty-five ounces. Also, that if the brains of the whites and blacks should be jumbled together no one could distinguish the one from the other by aid of brain weights. Nevertheless, there seems to be an idea prevalent among school men that the negro child develops at the Caucasian rate until the fifth grade is reached, but after that falls behind in the competition of intellects. Cornell states that in his own experience as a teacher in a medical school handling hundreds of medical students, he recalls no negro student who was remarkable and but three or four who were good students. The form-board test has been tried on several races and it is said considerable differences appeared. As between Whites, Indians, Eskimos, Ainus, Filipinos and Singhalese, the average differences were small and much overlapping occurred. As between these groups, however, and the Igorot and Negrito from the Philippines and few reputed Pygmies from the Congo the average differences were great and the overlapping small. If the results of these and other tests could be taken at their face value they would indicate differences of intelligence between races. One American official in the Philippines complained that no natives were mentally over fourteen years of age. Another stated that the Binet test would put it lower. The school curricula in the Philippines are graded low because the Malay can go only so far and no farther. However, the extent to which racial differences are the cause of mental retardation is a subject not yet worked out to satisfactory conclusions. The mental status of those children who are the results of mixed parentage depends largely on the character of the parents. In the words of another, "It would be absurd to expect from the union of a good-for-nothing white man with an equally good-for-nothing black woman children that march on the heights of humanity." A most optimistic utterance has come from the secretary of the recent Universal Races Congress held at the University of London in July, 1911, who says: "That if only the environment can be gradually changed, perhaps with sufficient slowness and certainly in the appropriate direction, both the men-



tal and the physical characteristics of the lowest races may ultimately attain those of the highest. If we assume that the white and the negro races owe their respective characters ultimately to environment, there is no *a priori* reason for denying the possibility of a reversal of their differences if the environment to which they are respectively exposed be gradually in the course of many hundreds of thousands of years reversed."

The causes we have thus far considered are those which may cause mental retardation which may not necessarily be mental defectiveness. When we cross the line of normality and seek the causes of backwardness in those who are on the wrong side of that line, we find that similar causes may lie back of all the varying degrees of mental defectiveness. What causes the low grade idiot may cause the high grade moron. Environment, nutrition, race and physical conditions do not rank here with the same importance as do other causes. However, the causes of mental defect may also cause mental dullness and retardation. There are causes which may be called *post natal*. For instance, there are many dangers which beset the growing child and which may bring about an arrested development. There are the diseases of childhood, such as scarlet fever, causing meningitis or cerebral paralysis, which may leave permanent mental defects. There are possibilities of accidents, such as blows and falls which may injure the brain. Some of these blows come from brutal parents. A child was struck on its head by its drunken father, a man of enormous strength, with such force that it was thrown clear across a room. The child as it grew was found to be an imbecile, while all the rest of the family were normal. There are dangers of injury to the brain at the time of birth. "When one considers that a very difficult labor gives a fair chance of either a dead or a feeble-minded infant, the great number of the latter is realized. How many of the simply dull and backward school children arise from this cause cannot be determined."

There are causes which may be termed prenatal. Indeed of all the causes which make for mental defectiveness of every kind and degree none is so powerful and prolific as that of a degenerate ancestry. For years the study of the Jukes by Dugdale was the classic proof for this contention. But in these later days we have



been overwhelmed by many other studies which have overshadowed the former. The Kallikak family, the Nams, the many studies of individual cases all have given abundant evidence of the descent of degeneracy from generation to generation. The result of these researches as shown by the diagrams which are now becoming so familiar by their numbers, and by the statistics of feeble-mindedness indicate that two-thirds of the feeble-minded children are children of feeble-minded parents or grandparents, or both. Among the unfavorable ancestors should be counted not only those distinctly feeble-minded, but also the insane, alcoholic, syphilitic, the prostitute, and criminal persons. While it may not yet be clear to what extent and how these latter conditions bring about defective mental strain in their offspring, yet the defective physique, the unstable nervous equilibrium, the lessened vitality which is the heritage of such offspring make a weakened mental condition possible. Such children are linked to a very unfavorable past. Among them are those of whom we may say with literal truthfulness, "They are born tired." They are destined to go through life with an understimulated or an overstimulated nervous system and a consequent physical condition which forecasts nothing hopeful for their own mental life or that of their posterity.

What we have thus far considered may be said almost without exception to be immediate causes. But we have not yet touched the ultimate cause which is essentially a social one. It is this which makes the study of the causes of backwardness of interest and value to us. The biological and psychological factors which enter into the discussion are of interest to us only incidentally. As social workers we are principally concerned with social factors. And it is evident to every student of this question that the principal causes of mental defect of every kind — classing all degrees and kinds together — are principally those arising from defective economic and social conditions. The ideal state of civilization will have a greatly lessened amount if not an almost total elimination of backwardness. To stop this stream of defectives and dullards from clogging up the wheels of our civilization we must do away with the ultimate causes. We must as social workers agitate and strive for cleaner and better environments, for adequate nourishment for all those who are brought into the world, for the

elimination of preventive infantile diseases which leave the victim alive physically but helpless mentally, for the development of school curricula which shall meet the needs of the varying mental conditions of all the children of all the people, for the segregation of those who are unfit to be the progenitors of the men and women of to-morrow. Every dental clinic, every medical inspection of school children, every playground, recreation center and municipal dance hall, every settlement and boys' or girls' club, are each and every one efforts to raise the physical, mental and moral condition of those whose present condition may increase the flood of backward children. Every housing reform which eliminates darkness and disease from the home, every attempt to check child labor with its consequent physical and mental deterioration, every vocational school which develops the child manually, every attempt at vocational guidance, every attempt to provide nourishing food at breakfast, noon or evening, to impoverished or sickly children, every attempt to properly instill ideas of sex and personal hygiene in the minds of men and women, in short, every social effort which seeks to develop a deeper social consciousness and a broader sense of personal responsibility, is by so much a decided step toward the elimination of the principal or social causes of backwardness in children.

THE PRESIDENT.—The discussion on this paper of Mr. Johnson will be opened by Dr. Clinton P. McCord, Health Director of the Department of Public Instruction, Albany.

DR. CLINTON P. MCCORD: Mr. Chairman, Ladies and Gentlemen.—It is a pleasure to be asked to discuss a paper by one who is so thoroughly in sympathy with child life and who has such a keen appreciation of child nature and child motive as has our genial friend and sociologist, Mr. Johnson. I had written a ten-minute discussion of this subject some time ago, because I was afraid to trust myself to speak offhand upon it, knowing how quickly the chairman's gavel falls when one seeks even to summarize so large a subject without the limitation of a concise, written outline. After I had received a copy of Mr. Johnson's paper and with pleasure had read it through, I tore up my ten-minute effusion because I realized that when he would

have finished this evening there would remain little for me to offer you except it be in amplification of some of the points he so wisely has chosen to present to us.

To say that a child is mentally backward in school work may be in general equivalent to saying that he has decayed teeth, if we accept a particular study by Dr. Ayres; that he has enlarged cryptic tonsils with absorption of toxins and slow poisoning of the system; that his nasopharynx is stuffed with adenoid tissue that means poor oxygenation of the blood, naso-pharyngeal catarrh and defective hearing; that his eyes photograph and transmit to his brain only one-half or one-tenth of what he should be cognizant through that sense; that his hearing apparatus collects and transmits to his brain only a part of what yours or mine collects and transmits; that his digestive and assimilative forces find it impossible to provide fit blood to nourish brain cells and cause them to function normally on the quantity or quality of food furnished; that he constantly is absorbing poisons from tuberculous or syphilitic bones or glands or from a malformed, sluggish and clogged intestinal tract.

These are the children who are backward because of disease or physical defect. When the recognition and removal of such defects is followed by improvement in the child's mentality, when the child who previously was stupid, troublesome or even criminalistic becomes studious, obedient and progressive in school work, we may feel that the defect in question perhaps was the cause of his backwardness. Remarkable cases of this kind have been recorded. We have this winter restored a backward child from one of the "special classes" to the regular grades, on the strength of marked improvement in school work noted by the teacher following the correction of hyperopic astigmatism. The moral is, that such conditions must be eliminated or corrected in order that our subsequent study of any particular child's backwardness may culminate in a scientific diagnosis. Outside of deafness, which is probably the most serious physical handicap in school work that the child is likely to possess, and the more serious cases of defective vision and poor nutrition, I am inclined to think that physical defects *per se* have less influence on school

progress than has been claimed by writers in the popular magazines and even by trained examiners of school children.

The fact that many so-called "environmental cases" — backward children that are said to owe their state to bad home conditions, neglect and lack of opportunity, come to an examiner with a variety of uncorrected physical defects, may give color to such a belief. Personally I feel that the majority of the so-called "environmental cases" will come to be seen in the near future as products primarily of bad heredity and absence of prenatal hygiene, rather than the result of faulty surroundings. In other words, the so-called slum conditions look very much like symptoms of a well-defined basic disorder. They have a biologic rather than an industrial and social cause. Any little village has its slums as truly as do our cities. Clean the slums, clothe the dwellers there and put money in their pockets, and in a year you would return to find the original conditions present. I think this is generally accepted by sociologists to-day, and as a result the science of medical sociology is being born. We are almost ready to part entirely with the very human but obsolescent sentimental element in social work, and to appreciate the truth that social and industrial conditions have not wholly produced this jetsam and flotsam of humanity and the conditions under which these people exist, but that they have builded their own world according to their native distorted, dwarfed and undeveloped ideas.

Returning to the subject of backwardness resulting from disease or physical defect, we find rather a wide range of figures. Figures here mean little. It is enough to know that the curve of normal distribution as given in Mr. Johnson's paper locates at least 30 per cent. of school children in the backward squad. Of this number some fall under the class we have discussed — those backward by reason of defect or disease and those who are victims of bad home conditions. Others belong to the class that have had a new and difficult language to struggle with, and still others have been so irregular in attendance that little progress has been possible. In these groups, there is much overlapping and combining of causes and the exciting and the contributory causes are often hard to differentiate.

A considerable proportion of the retarded children that clog the machinery of most city school systems without doubt owe their backwardness to school curricula and teaching methods that are not in accord with the abilities of these children, who usually will be found to be motor minded. Proper child classification should be the first step toward the correction of these conditions.

In a consideration of backwardness in children we must not forget that school work is not always a correct measure of a child's abilities. It is true, however, that children who are dull in the outside world as a rule have been dull in school work. The child must be studied under varying conditions. This brings us to a consideration of the children of this major group whose backwardness is of such a degree or such a character that one familiar with this type of child may make the diagnosis of feeble-mindedness. To the untrained, all these children, except the most openly peculiar, are referred to as "backward" or "sub-normal." As Mr. Johnson has said, the term "backward" is scientifically applied only to children who, with certain physical, educational, racial or environmental handicaps removed, attain to fairly normal standards of intelligence, progress and behavior, and may eventually become self-supporting, respectable citizens. The remainder of these so-called backward cases constitutes the group of children properly called the feeble-minded. Their mental condition is incurable. They are not able to do regular school work to any purpose and they will never become useful nor safe, self-directing citizens. About two per cent. of school children fall under this head. The best treatment for most of them, in the public schools at present, is that given in the "special classes," where specially fitted teachers train them chiefly along manual lines. These children in the regular grades are usually neglected or punished instead of being studied. Educators and teachers in the past have thought of truancy and incorrigibility as things to be dealt with as definite pedagogical entities, whereas they are usually but a couple of symptoms of a very significant and menacing pathologic condition. The child's incorrigibility is based on reasons beyond his control under the usual conditions. The first step toward dealing with these children is to classify

them and then train them in accordance with their abilities. The greatest good that results from this step is that accruing: the 70 per cent. to 80 per cent. of average, normal children because of improved conditions and methods developed through a recognition of the needs of unusual children. The teacher, for instance, of the backward child, will almost surely point the way to a newer and better pedagogy for teachers of normal children. The classification of these children is work for experts, since some high-grade feeble-minded children appear to their teachers and others far brighter than many children that are merely backward from physical defect or bad environment. The practical point here lies in the fact that while the latter condition is curable and the children harmless the feeble-minded is incurable, and these children that will soon have the bodies of men and women but will ever remain children in intelligence are a social menace.

Over 60 per cent. of these cases of feeble-mindedness are hereditary, and it is the control of this tainted stream of life that must concern in considerable measure the trained social workers of the next thirty years. The science of medical sociology is being born, and the social worker who directs his or her energies along the lines of greatest service will find a definite share of the work awaiting development.

I was glad that Mr. Johnson did not stop with his enumeration of the causes of mental retardation in children. He spoke of the futility of a knowledge of these conditions without the response of time and money and service in an attempt at correction and prevention.

I only epitomize his thought when I say in dealing with the problem of the backward child, whether he be in school, on the street, or before the juvenile court, the first step toward dealing with him humanely and practically is scientific child classification. With his status scientifically determined and established, education, social, judicial, philanthropic and public health agencies may well unite in giving him the care, protection and treatment that are proper for his needs and are commensurate with his abilities. Thus will the individual be best served and society best conserved.

**THE PRESIDENT.**—If there is no further discussion we will now proceed to the next paper by Dr. Charles Bernstein, Superintendent of the Rome State Custodial Asylum, on The Determination of Mental Defect.

### THE DETERMINATION OF MENTAL DEFECT

**DR. CHARLES BERNSTEIN**

Superintendent Rome State Custodial Asylum

**DR. BERNSTEIN:** Mr. Chairman, Ladies and Gentlemen.—Really these three speakers have so thoroughly covered the subject that I am not going to say very much to the point, but I am going to talk in a more general way because I don't know very much about how to find mental defectives. We have about fifty of these cases who are held to be defectives, but I think that at least half of them are not mentally defective. I want to read you some of the personal histories.

The determination of the existence of mental defect as treated in this paper has special reference to juvenile mental defect, or as it is commonly and almost universally designated feeble-mindedness.

The comprehensiveness of the term "feeble-minded" has vastly changed during the last decade. Thus during the latter part of the last century idiocy and imbecility were the specific words designating mental defect in childhood; feeble-mindedness, epilepsy and insanity occurring in children were scarcely suggestive of mental defect and persistent and repeated delinquency and backwardness in school were in no way associated with, or suggestive of, diseased or abnormal brain or lack of mental capacity.

The many special studies of child growth and development made during the past twenty years have given us a working basis as to what constitutes average or normal conditions of physical and mental childhood for various given ages, and what variations therefrom may exist and still the child grows into a reasonably normal adult, capable of self-support and protection and amenable to the rules, regulations and established customs of organized society.



The idiot and the imbecile classes are easily recognized as mentally enfeebled and no special diagnostic skill is required to determine these conditions, especially as in nearly all of these cases we recognize a defect of body as well as of mind, and because of the associated defect of body and mind no one except the physician or surgeon of experimental aptitude questions the existence of organic mental defect. Various experimental work in medicine and surgery has been done to remedy defective or abnormal bodily states in idiots and imbeciles with the hope that normal physiological function or activity would result, and thus the brain and mind develop normally. However, all these lines of work have proved futile as regards cure, although very considerable improvement has resulted in many cases.

Formerly we felt convinced that all feeble-minded children with localized physical defects could be set aside as a special class, all of whom would be cured of their peculiarities as soon as their various physical defects were corrected. This we have found, as a result of further studies, is not true, and that even many of our so-called borderline cases are not made mentally normal with the removal or cure of the physical defect, such as the removal of adenoids, enlarged tonsils, circumcision, craniectomies, correction of faulty vision, defective hearing, etc.

Modern study and laboratory work in physiology and psychology, in which we no longer express ourselves in terms of function and faculty especially in relation to the brain and nervous system, have led us to think in terms of action, reaction and inhibition and the application of such methods to the study and analyses of the physical and mental condition of the inmates of our institutions for the mental defective and the delinquent classes, and especially their application to the backward children in the public schools and the children appearing in the juvenile courts, has given us much insight into the underlying principles and characteristic symptoms of juvenile deficiency and mental defect, as a result of which there is little hesitancy on the part of many, in an off-hand or casual manner, to pronounce almost any child presenting physical, mental or nervous peculiarity, mentally defective, and thus in many instances unjustly stigmatize and even blight the whole future life of the child, and while one need



but watch for a short time the activities of groups of children such as are thrown together in our various educational systems, to be able to designate those who because of their peculiar activities proclaim themselves as markedly differing from the great majority, still a little further study and analysis of these assorted cases should convince one that each of these children should receive more careful and many of them somewhat prolonged and continuous observation and study before they are thus characterized. After having excluded and properly treated the anaemic and under-nourished cases as well as those due to active physical disease, we will find among the remaining picked cases, first, a few who are over-active both physically and mentally, the cases partaking of the nature of juvenile insanity; second, another class constituting a large proportion of all who are peculiarly nervous presenting about a normal mentality, the cases who will later contribute to the large number of neurasthenias and hysterias; third, a larger number who are dull mentally and extremely inactive physically, the large body of the feeble-minded and ne'er-do-wells; and fourth, yet another class of considerable proportions who are about normally active both physically and mentally, but who show perverted activity in special lines of endeavor in that they are especially stubborn, quarrelsome, pilfering, unobserving of the social rights of others, etc., who will later help to swell the numbers of the delinquent and the criminal classes.

The sure determination of the presence or absence of permanent mental defect in the borderline cases is the special object of much of the research work carried on at present in our schools, in the various reformatories and homes for children and in our most humane juvenile courts. However, in the two larger of these agencies, namely the schools and the courts, as at present organized and managed, the work cannot be systematically or scientifically carried out because of the short or interrupted periods during which the case may be kept under observation, and also the daily repetition of adverse environmental factors of longer daily duration than the daily period of observation.

We all recognize that entrance to school, which is compulsory, is the first opportunity presented to society as at present organized to detect the mentally defective of the higher grades, al-

though we could well wish that our organizations were such that for the benefit of the family as well as the child and also society in general, that such a system of home and family medical inspection existed that there could be no chance for a defective child to burden a family unduly, nor on the other hand for a defective family to burden a child unduly, and that the prospective defective child might be found sufficiently early so that all possible adverse environmental factors could be corrected or removed from the child's life.

The peculiar or backward child having been singled out in the school and our present system of school medical inspection in New York State having exhausted its resources to correct disease conditions and physical defects, and our all too few special classes having been increased in numbers to meet the need fully, and such special classes having specialized on the case, all of which should be accomplished in one school year, and yet failing to restore the child to normal activity, the next step should be to place him in the child study laboratory or clearing house where he could be taken for indefinite residence for observation and study, thus giving the child the one last chance in the hands of the best available specialists before he or she is stigmatized as an "it."

These special child-study clearing houses or laboratories should be established in all cities of the first and second class, preferably so far as possible in connection with existing children's hospitals or special clinics for nervous and mental diseases, where uninterrupted residence, care and treatment should be demanded until final decision is reached and diagnosis established.

Orphan asylums might well be called upon, until better clearing houses are available to assist us in this work; that is, place the doubtful child in the home among the normal orphan children and there study the child's activity under good conditions of discipline, hygiene and nutrition. Here removed from the irritating and depressing conditions under which he has almost surely existed, we may observe the child's activities in reaction to normal environmental factors.

I have purposely refrained from dwelling on the feeble-minded among the juvenile court cases because I believe there will be com-

paratively few such feeble-minded delinquencies when the teachers in our public schools have learned to recognize the activities and traits of character which more or less surely point to mental deficiency and delinquency, and thus these special cases taken in hand before the age of delinquency.

Dr. Goddard has pointed out to us that nine years seems to be the age when delinquency begins to manifest itself in the character of the child, and that even in the feeble-minded who are much retarded in mental development, the traits of delinquency do not assert themselves until the child reaches a mental age of nine years, even though he be well along in his teens in physical or chronological age. "This," says Dr. Goddard, "certainly points to the fact that there is a peculiar period in the child's life at about nine years of age. It has been suggested that the impulses which lead the child into activities that result in misdemeanors ripen at about the age of nine, and that his power of control has not yet developed, so that if his arrest of development occurs at that time, the conditions are most favorable for his being a criminal. If his arrest in development comes earlier than that, he is not criminally inclined, because his impulses thereto have not shown themselves. On the other hand, if his arrest of development comes later than that, he may not be a criminal because he has enough power of control to restrain himself." While these cases (which are known as morons) are the most dangerous and the hardest of the mentally deficient to detect as incapable of judgment and control, still I believe many of these defectives may be detected as criminalistic if carefully watched for and studied in the public schools at about this age.

I have suggested the importance of watching for these peculiar children in the public schools, and it is with this in mind that we have inaugurated at Rome a special summer school for teachers, thus giving as many teachers as possible opportunity to live for four weeks in an institution associated with a large number of feeble-minded of all grades and conditions so that the teacher may come to know them at first hand and thus the more readily recognize evidences of feeble-mindedness in the children in their classes in the schools at the earliest date possible.

THE PRESIDENT.—The discussion of this paper will be opened by Miss Marion Collins, Investigator of the State Board of Charities.

MISS MARION COLLINS.—Dr. Bernstein has outlined a plan for the comprehensive study of borderline cases of mental defect as they first appear in the public schools. He has shown that the first step in this direction is the continuation and development of the special classes, which should make the first study of the subnormal child and do all that is possible in the way of removing adverse environmental and physical causes. Then after a year's work of the special classes, if the case is still doubtful, prolonged study and trial in special laboratories or clearing houses, located in the first and second class cities of the State, should be made, in order that every opportunity for improvement may be given the child before it is finally judged a subject for custodial care.

The possibility of saving to society the victims of bad environment, vicious training and antisocial habits is a sufficient reason for the consideration of the plan. Furthermore, Dr. Bernstein has shown that such a plan would mean the early diagnosis and care of those children who would, if left to themselves, join the ranks of the delinquent classes. The result would be the lessening of cases for the juvenile courts, reformatories and prisons and leave them free to do constructive work with normal persons. The definite diagnosis and prognosis which might be expected from the extended laboratory studies could be the basis for permanent court commitments and thus solve one other problem which now presents itself in dealing with defectives who need permanent custodial care. These clearing houses would have an excellent opportunity to become the centers of information in regard to mental defect and to contribute largely to the studies which are but in their infancy. The institutions of the State would benefit immediately from the plan; for the studies of family history, personal history, and capabilities of each one would already have been made and the institution would know where to begin in its treatment of the cases. Perhaps more important than this would be the better distribution of cases among the State institutions, so that each one would receive only those types of cases for which it is planned, and might specialize along its own particular lines.

In comparison to such a plan, the present methods of diagnosis and disposition of cases appear inadequate. Not until some immediate action is necessary does the subnormal child come to the attention of the poor law officials. The case is often handled by the social worker who is forced to make a tentative diagnosis of feeble-mindedness after the usual methods of dealing with the child have failed. Her opinion is confirmed by the physician from an office acquaintance of, perhaps, half an hour, who bases his decision largely upon the past behavior of the child as related to him by the social worker. In places where there is no social worker, or special classes to make the first studies of the child, the method of diagnosis is still more indefinite. It can hardly be expected that the poor law officers shall be experts in abnormal psychology. When the decision of feeble-mindedness has finally been made, admission for the case is sought at the institution where acceptance seems most probable. As the institutions have only the brief application blanks from which to judge the merits of the cases, there is a resulting lack of classification of the cases in the State institutions. Pending admission to an institution, some provision must be made for the care of the child, which often proves a difficult problem, since the defective child is not welcomed at most of the orphan asylums and the almshouses which may be utilized for persons over sixteen years of age lack facilities for holding unwilling inmates.

For the abnormal cases which Dr. Bernstein has mentioned, the overactive and the antisocial, no suitable provision has been made in the State because their existence has not been generally recognized, although they present one of the most difficult of the problems of the borderline cases. They are for the most part children who can be useful under careful supervision, but are unable to conform to the laws of society. The custodial asylums, planned and equipped for the typical feeble-minded cases, have not the facilities for caring for these cases, and those who by reason of urgent need of permanent care are finally sent to the custodial asylums as the only available places, are a constant source of disturbance because they are misfits. If, on the other hand, these cases are not cared for until they come into conflict with the law, they are sent to the reformatories where they are

unable to benefit by the training devised for normal minds. With effective machinery for the classification and distribution of cases, these might all be gathered into one institution especially planned for their care.

THE PRESIDENT.— There is now opportunity for a discussion of this subject. I was interested in the suggestion of Mr. Johnson that possibly if Tannenbaum's army could be examined very many of them would be found to be mental defectives. As a matter of fact, Dr. Schlapp told me he had for some days been examining the inmates of the Municipal Lodging House in New York City and had found that at least 30 per cent. of such inmates are distinctly feeble-minded, which rather bears out the suggestion of Mr. Johnson and shows the great importance of having at an early date the State Industrial Farm Colony for tramps and vagrants that the State has planned to establish at Green Haven in Dutchess county.

We had a little experience lately in which both Dr. Bernstein and Mr. Johnson and Miss Collins took active parts. A committee of the Board visited the Rome State Custodial Asylum and the members were shown a considerable number of the inmates, who, in the opinion of the superintendent, were possibly borderline cases or even above the borderline in mental power, and the chairman of the committee was greatly exercised to think that such children were being retained at the asylum. I suggested to the chairman that we ought to examine the family histories of the cases before coming to the conclusion that they were not mental defectives and so for a month or more Miss Collins went all about the State looking up the histories of those children and has presented a most interesting report showing very clearly in practically all the cases a decided history of mental defect. One of the brightest children, about whose history she could gain very little information, and about the history of whose parentage she could gain little knowledge, was shown to be a child cruel in the extreme who loved to see the flow of blood and who would torment animals in order to gratify his desire in that direction; so it seems to me that we must study not only the children themselves, but their histories and the history of their parentage before we can determine whether they are feeble-minded or not.

This subject is open for discussion. It is a most interesting one and I hope that those who know most about it will be willing to say a few words on the subject.

#### GENERAL DISCUSSION

DR. BERNSTEIN.—I am glad our chairman opened the subject of this peculiar case. I want to give you the history of the "blood" boy, Charlie Miller. I might say this boy, Charlie Miller, is only five years old. Feeble-mindedness first noticed about the time he walked. Ever since he walked has had to be watched all the time. Tortures animals. Is crazy over fire and sets fire to things if he gets a chance. Tears and breaks things. Crazy over blood. Will even prick his finger to see it. Likes rare meat for same reason. Report of Miss Tucker, August 8, 1912: "Mrs. Wright, with whom he is boarding, gave further information about his tendencies and habits, namely, he takes great delight in torturing animals or seeing any one hurt, especially if there is any blood. He also wishes meat so rare that the blood runs. He carries this so far that he will even prick himself for the sake of seeing blood. Of late he has shown a delight in fire, one morning getting up at five o'clock and setting fire under the bath tub. He bites and scratches, throws stones at old women and widows. When not engaged in some such violent amusement, he sits quietly except for picking at his nails and talks to no one but himself. He does not chatter with other people as children usually do and almost never smiles or laughs. Mrs. Wright states that of the 200 children she and her mother have had, he is by far the most difficult and she feels strongly that he is mentally affected. His impulses do not seem to be mischievous but always malicious and vicious. It takes one person all the time to look after him. He went to summer school for a week or two; there they reported him exceptionally bright, especially when working with his hands, but he made such a commotion in school and fought so with the other children that they were not able to keep him."

Statements of DR. CAMPBELL.—"The child is undoubtedly defective, rather abnormal than subnormal, as he seems to have a peculiarly alert mind but actively unsocial. It is difficult to



give a definite diagnosis of the case, except as saying that he seems to have ethical anesthesia, with no adjustment to surroundings and generally at war with the world. Dr. Campbell considers that the child has had opportunity, environmentally speaking, and the fact that his reaction is just as violent when in excellent surroundings and with almost unlimited attention being paid to him, makes it really seem that there is a defect in the child's makeup. Dr. Campbell advises institutional treatment, as such a boy shows every tendency toward falling into the ranks of the criminally insane. Of course by institution is meant an institution for defectives and Dr. Campbell spoke of Rome as being practically the only available place for such a child. During the examination Charles maintains a sullen silence, as he does at all times except when actively engaged in mischief."

This expression, "antisocial" for children, is pretty harsh. If they use the word "unsocial" I will accept it. We have had no trouble with him at all. He is attending school there. Miss Collins said we had no facilities for caring for these cases. We are caring for two hundred of them, I think fairly well. I would like to read you some personal histories of these fifty-two cases. While some of them are surely defective, still I do hold that if this Charlie Miller, a boy five years old, shows none of these symptoms to-day, then I do say environment has had some reaction on him. Suppose he could have had that when one year old.

THE PRESIDENT.—How can he distinguish the old women and the widows?

DR. BERNSTEIN.—That is characteristic of the family histories we are getting to-day. We are getting sentimental histories.

DR. MCCORD.—To clear up that little point with which Dr. Bernstein is entirely familiar and which he probably did not wish to drag into the discussion but which is a matter of interest, the boy Dr. Bernstein described is without doubt suffering from one of the various phases of a certain type of sexual perversion. I say that for the enlightenment of any who do not happen to be familiar with that. A great many of these children have varieties of sexual perversion. I have known of some five or six varieties existing in one institution.



DR. BERNSTEIN.— I don't think there is any form of sexual perversion of any kind in the case of this boy. I don't accept Freud's teachings as applied to children.

THE PRESIDENT.— Perhaps you have no raw meat at the institution. Now, doesn't some one wish to talk upon this interesting subject?

DR. B. B. BROWN, Superintendent, St. Christopher's Home for Children, Dobbs Ferry: I should like to express my appreciation of hearing these men. Mr. Johnson's concise compilation of facts that you and I would perhaps not know where to find at all and a citation of the high authorities are certainly a great contribution on this subject, and Dr. Bernstein's clear appreciation of the place of the institution as one where questionable children whose status is not exactly definite may be received until their place can be clearly understood, seems to me a very happy one. It is to me very gratifying that there is so much attention given to the analysis of the situation. If we can all know and clearly discern the existence of a line somewhere and can avail ourselves of the use of the clearing houses and can know there is some judgment beyond our own and that of the school teacher that is the court of last resort when we ourselves are in serious doubt, it seems to me we will have arrived at an approximation of perfection. I feel personally very grateful to these gentlemen for their papers.

REV. A. M. VAN DER WART, Chaplain of the Albany County Penitentiary: As chaplain of the penitentiary and of the almshouse, I have listened to-night with a great deal of satisfaction to these papers. I find an echo in those papers when I look over some of the cases coming before me daily and I would to God that there was a place where these children could be gathered at the right time at a right age and be held and given an opportunity; and I believe if it was so that our jails and our penitentiaries and our almshouses would not be overcrowded the way they are, and I believe with these friends here that such a place should be established and the State of New York can do that, there is not a bit of doubt of it. I thank these gentlemen for these papers.

THE PRESIDENT.— There is only one reason against it, that is economy.

CHAPLAIN VAN DER WART.— The State of New York can well afford to leave that word economy go for a while.

THE PRESIDENT.— I am sure I wish it would. I will ask the secretary whether he has any business to present before we adjourn, and I would like to say that Miss Hinkley, one of the vice-presidents, will preside to-morrow morning and Father Slattery, another of the vice-presidents, to-morrow afternoon. Mrs. Hestberg, the third vice-president, is out of the country or I would have asked her to take the place to-morrow night.

SECRETARY JOHNSON.— I would like to call your attention to the program for to-morrow morning. The subject to-morrow morning is one that is almost as much talked about as the subject that has been considered this evening. If you will look over that program you will find it is of unusual excellence. At one time a theological student was taking an examination and one of the questions was to discriminate between the major and minor prophets. He found that pretty hard to do, so he wrote down, "God forbid that I should discriminate among such great men." You will find in this list of speakers for to-morrow morning a list which permits of no discrimination. It is an unusual program for one morning's session and we sincerely hope that these speakers, some of whom come from New York, may have a large audience.

THE PRESIDENT.— If there is no further business, the meeting is adjourned.

**THIRD SESSION****FRIDAY MORNING, MARCH 6, 1914****Held in the Assembly Room, Ten Eyck Hotel, Albany**

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**GENERAL SUBJECT: SEX HYGIENE**

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MISS MARY HINKLEY, Vice-President of the Conference, presiding: Of the five subjects chosen for discussion during these sessions, the subject for this morning is perhaps the one most discussed in the colleges, and I have real personal knowledge that the men's colleges are very much interested and doing very intelligent work and a great deal of it upon this subject. I think we are fortunate in having such a very fine program as will be presented this morning. The program has been very carefully arranged under Dr. Shaw and he will take charge of the meetings.

**REPORT OF THE COMMITTEE ON SEX HYGIENE****By the Chairman, DR. H. L. K. SHAW****Director of Child Hygiene, State Department of Health, Albany**

Dr. SHAW: The Committee on Sex Hygiene has arranged a program that will emphasize the value and necessity of properly directed education in overcoming ignorance and misteaching in sex matters. We have been most fortunate in securing the cooperation of distinguished authorities to present papers and discuss different phases of this subject.

We do not look with favor on parents shifting their responsibility in the matter of sex enlightenment. The attempt to include such instruction in the public school curriculum is beset with dangers and the risk is great. The subject of teaching sex hygiene in the public schools received a great impetus when no less an educational authority than Mrs. Ella Flagg Young secured the introduction of the work into the schools of Chicago. The failure of this plan and the discontinuance of the program inaugurated for sex instruction will serve to indicate that there are many

difficulties confronting such a venture. Not one in a hundred school teachers is fitted with the necessary tact, knowledge, and ability to instruct children along these lines.

Children should be and must be told about the great and wonderful method of propagation of our species. The dangers of abuse of these functions must be vigorously and forcefully emphasized. The physical effects of impurity and the nobleness of chastity and continence are subjects which the parents can best discuss with their children. The schools can assist in this education and teachers should be trained in the principles of sex education and social hygiene so as to be able to supplement if necessary the home instruction.

It should be remembered that there is no such thing as ignorance of sex, even among children. The question of sex education of children is not one of "Innocence vs. Sex Knowledge," but of "Picked-Up Street Tradition vs. The Truth About Sex."

Abraham Flexner in discussing the question of sex education in his recent work on "Prostitution in Europe," says:

"Class instruction disregards individual variations and requires the greatest tact and skill in presentation; the teachers are as yet incompetent; physicians as a rule lay too much stress on disease and on mere knowledge, and are as a rule clumsy and ineffective or skeptical respecting the ethical side, without which such understanding of the subject as may be brought about is apt to be of slight value. The danger that lurks in tabooing or avoiding the subject has been clearly demonstrated; but there is danger, too, in breaking down reserve. The more explicit the intellectual aspects of the matter are made, the more important does it become to insist that the mere communication of the facts alone cannot possibly attain the end toward which the movement looks. The girl must develop character enough to resist easy demoralization; the boy, character enough to subdue rebellious impulse.

"The educational situation in reference to sex hygiene may then be concisely put as follows: little progress has been anywhere made in actual instruction; decided benefit is to be hoped for only where increase of knowledge is ac-

accompanied by increase of self-control — by loyalty, conscious and unconscious, to higher ideals of personal behavior.”

At a Conference of Roman Catholic Bishops of Germany held in Berlin a short time ago, the question of how to instruct the child in sex hygiene was one of the subjects considered. They adopted these resolutions:

“In general, the instructions of youth in sexual matters should be treated with the greatest caution and reserve. In individual cases, where it is necessary, it is the function of the parents, the religious teacher, the father confessor, or the teacher. Sexual instruction in common by lectures to groups of pupils or graduates is to be condemned. The young should be trained early in modesty and if there is need of instruction in sex matters after leaving school, it should be imparted to girls by the mother, to boys by the mother or the father, or in both cases by the father confessor with the greatest caution, teaching and warning in private.”

The teaching of the young, as has been mentioned before, should be left to those who have the greatest right to speak and inspire, the parents. We should not interfere between the child and the parent. A lack of responsibility and ignorance of how to proceed often prevents parents from frank explanations to their children. Cosmo Hamilton says that men are too self-conscious to take their sons into their confidence and talk to them as they would talk to their friends, and women too nervous and too conventional and perhaps a little too distrustful to be able to disclose the great secret to their little girls. He makes a plea for divine inspiration in dealing with this question.

“Put God back into your schools I beseech you, you scientists and teachers and professors, and when you teach boys and girls the facts you hide behind the high-sounding names Sex Hygiene and Sanitary and Moral Prophylaxis begin with the story of the Christ Baby and end with the description of the weeping mother at the foot of the Cross. Don't teach sex hygiene by drawing analogies between human

nature and that of animals and thus send boys and girls loose upon the world to imitate the animals if they choose. Let them start with the wonderful and beautiful fact that their gifts of life-bearing and life-giving are divine gifts. Touch their imaginations, feed their hunger for idealism; in a word treat them as children and not as machines, as human beings so young that their minds are sick for the company of the fairies, for the beauty of simple poetry, for the story of Christ's chivalry and unselfishness, pity and love. Let them have faith. Let them believe in being normal, responsible, honest, clean, because there is some other person to whom to answer than the teacher and the policeman. Give God back to the younger generation.

"All the future is in the hands of the younger generation and the first duty of all of us who take the trouble to look beyond to-day is to see that those hands are clean and strong and that they shall be simple enough to work for the glory of God.

"God hath given to man a short time upon earth and yet upon this short time Eternity depends."

The education of the public is most necessary. Exhibits carefully and accurately prepared, lectures, newspaper articles, pamphlets, plays and small study-clubs are the chief instruments in spreading the principles of sex education.

A few weeks ago, largely through the efforts of a few members of this Conference, Mr. Richard Bennett produced the powerful drama of Brioux under the English title of "Damaged Goods." The coming of this much discussed and heralded play was announced to the public by the following circular letter.

"On Monday afternoon and evening, February 2, 1914, at Harmanus Bleeker Hall, Mr. Richard Bennett and his Coworkers will present the well known drama of Brioux entitled "Damaged Goods." The intention of this play is to bring to the attention of the general public the danger and prevalence of the so-called Black Plague. This is not a White Slave drama. It makes no appeal to the salacious imagination. Its message is serious and educational, and its teaching carries a timely warning.

“The undersigned representing various social agencies in this vicinity urge your cooperation in bringing this drama to the attention of the public.”

REV. CHARLES FRANKLIN SHAW,  
*President Albany County Ministerial Association.*

ROBERT W. HEBBERD,  
*President Capital District Conference of Charities and  
Correction.*

MRS. ACORS RATHBUN,  
*President Young Women's Christian Association.*

WILLIAM J. DAVISON,  
*Secretary Young Men's Christian Association.*

MRS. ELMER BLAIR,  
*President of the Albany Woman's Club.*

HENRY L. K. SHAW, M. D.,  
*Chairman, Committee on Sex Hygiene, Capital Dis-  
trict Conference of Charities and Correction.*

This play was first presented in this country by the Medical Review of Reviews of which Dr. Ira S. Wile, one of our speakers this morning, is the editor. It sets forth in dramatic form some of the facts about venereal disease. The medical profession is divided as to the advisability of educating the public in the matters concerned in this play. It does seem as if the public is woefully ignorant of the effects of venereal disease both on the present and unborn generations. President Charles W. Eliot, after witnessing the play, wrote:

“I have both read and seen it, and know whereof I speak. During the past year the play has been presented in a series of American cities by the same excellent company which is to present it in Boston, and everywhere it has been found to give a serious, impressive and horrible picture of one of the worst evils which afflicts society. There is not a word or a gesture in the play which could possibly provoke or attract anybody to vice. There is nothing in it lascivious or even voluptuous. On the contrary, every scene and sentence is fitted to deter men and women from vicious

indulgences, and from the first approaches to vice. The effect of the play, even on the careless or reckless, is solemnizing and restraining."

The Boston Medical and Surgical Journal, considered one of the most conservative and scientific of the medical journals, commented editorially as follows:

"Education of the public in matters pertaining to its health and welfare is the watchword of present-day preventive medicine. It was inevitable that sex questions and the related venereal diseases should sooner or later be included in this general movement. This is certainly not to be regretted. The one essential problem is how such education may most expeditiously and most efficiently be brought about. Here naturally opinions will differ, and more or less acrimonious discussion is sure to take the place temporarily of the judicial attitude which this problem of deepest moment requires. Experiments must be tried and various methods adopted before a scheme of education can be evolved which may even approximately reach to the core of the difficulty. At present publicity is the prevailing method; such a method is manifestly superficial; its advocates no doubt expect too much from it, and its opponents see only its dangers. In any case, it must be given a trial. Hence the justification for the production of 'Damaged Goods.'"

The frank and dignified discussion of sex matters before selected audiences is to be encouraged and it is hoped that the executive committee will continue to include in its program a session devoted to sex hygiene.

THE CHAIRMAN.—It is with a great deal of pleasure that I announce the first speaker of the morning, Dr. Ira S. Wile. When this honor was thrust upon me some months ago, I happened to see Dr. Wile within a week at a medical conference and I told him of the weight and burden on my shoulders and that I relied upon him to help me out. In December, I wrote him reminding him that I relied upon him for helping me out and he



is going to give us his views on sex instruction in the schools. I might add that besides being one of the most prominent pediatricists, he is a prominent educator and is at present a member of the Board of Education of New York City. Dr. Wile.

DR. IRA S. WILE.—Mr Chairman, Mr. Hebbard, Ladies and Gentlemen: I am sure that part of the responsibility assumed by the chairman in securing the speaker is far heavier than he realized at the time he tried to secure me. We trust you will not be too hard upon him after we have gotten through.

At the present time, the country is being swept by a wave of fanaticism. We are in the midst of the sex hysteria. Someone with a great deal of wit and wisdom said if one were to ask the time, it would be perfectly proper to say "sex o'clock." The subject given me is Sex Instruction in Public Schools.

### SEX EDUCATION IN SCHOOLS

IRA S. WILE, M. D.

Member Board of Education, New York City

DR. IRA S. WILE.—From the standpoint of education, the term sex hygiene is a misnomer. Sex physiology, sex anatomy, sex pedagogy, or sex ethics would equally describe the educational content of a course of study designed to yield to youthful minds the body of facts essential for their wholesome development. The preferable and comprehensive term for the field in the mind of educators is sex education. This includes the natural training of children along normal lines in their duties and responsibilities for the development and maintenance of their manhood and womanhood and involves preparing them for their highest duties as the potential parents of future generations. Sex knowledge, sex understanding, and sex interpretation are equally indispensable.

Sex education is not essentially a separate educational problem, but is intricately interwoven in the fabric of general education. Assuming that education implies the imparting of the facts, processes and ideals essential for the development of effective citizenship, it cannot be denied that training for parenthood is involved in the general function of education. As courses of study are at present developed, there is a prevailing habit to omit all conscious references to the facts pertaining to sex, in so far as they

may arise in the study and teaching of various subjects now included in the curriculum. History, music, nature study, sociology, botany, and biology are practically carriers of broad lessons in sex education which have largely been neglected. Religious instruction itself based upon the use of the Bible cannot be adequately developed without opening up to the child mind vistas of thought to be understood only in the light of an intelligent understanding of the vocabulary contained in the Bible itself.

Fundamental opposition has arisen from a failure to recognize that sex education is constantly being acquired by children. Ignorance and innocence in childhood, in so far as sex themes are concerned are not one and the same thing.

The great problems for educators to determine is whether they are to assume the responsibility for the normal and healthful instruction of the young with regard to the facts pertaining to sex or whether they are to continue to permit childhood to gain its information from corrupt and foul sources, from erotic literature, or from the evil traditions of the gang. Obviously, the teacher cannot shirk his responsibility, while education is deemed essential for the betterment of the human race.

In the inculcation of virtues, stress is placed upon honesty, justice, chastity, courage, kindness and honor, but in so far as these values are to be secured through a conscious appeal to sex psychology and sex control, education has been woefully silent and indifferent.

Unfortunately, the ordinary approach to the subject of sex education has been from the pathological side. A recognition of the horrors of the social evil and an appreciation of the relation of the venereal diseases to blindness, idiocy and racial deterioration has served as the starting point for demanding conscious sex instruction as a palliative measure. The traditional barriers of modesty and fear have created a position so difficult, that few teachers have had the courage to attempt to devise a method for dispersing ignorance and giving enlightenment as to the underlying facts necessarily to be imparted in order to lessen these social ravages.

Pedagogically analyzed a constructive plan of sex education involves a full recognition of the part that sex plays in the social development and personal progress.

As a result of analysis, sex education no longer can be regarded as a special subject isolated from the rest of life. Sex hygiene is bound up in all the subjects of the curriculum. Constituting a part of general education, it so sinks its identity in the various subjects now taught as to deprive it of the dangers and salacious tendencies so greatly feared. The great obstacle to giving such instruction has arisen from the fact that adults rich in experience, saturated with tradition and conscious of sex physiology have failed to appreciate the spiritual, ethical and scientific values of the subject as they may be developed in the plastic and undefiled minds of children.

The methods employed in imparting sex instruction must vary according to the age, sex, family environment, nationality, sex precocity, and mental development of children.

Despite the fact that sex education appears to be an imperative need, I do not believe that for many years to come it will be regarded as a definite subject. In view of the history of compulsory teaching as related to alcohol and tobacco, it seems inadvisable to suggest that sex education should be made the basis of mandatory instruction. It is unwise to give to the subject an abnormal position in the category of school studies. Dangerous results would surely ensue if fanatics, impressed with the importance of this subject, should endeavor to compel its instruction in the elementary schools previous to a complete understanding of its function in elementary schools. While sex instruction must be regarded as an essential phase of educational development, it must not be viewed as a dominating force in education nor as a basic subject of cultural value or of mental development. Its highest significance lies within the realm of ethics and the development of self-control.

In so far as the fundamental facts in sex education are to be acquired previous to school age, it is manifest that the responsibility for laying this foundation rests upon the home. Attempts to arouse parents through the medium of the school would undoubtedly awaken their consciences so that they would respond

to the appeal to give the necessary facts along the lines suggested by capable teachers. Parents are particularly capable of giving natural instruction, once they appreciate their opportunities for natural instruction in view of their familiarity with the vocabulary of their children, their companions, and their general experiences.

In the school itself the difficulties of giving sex education are multiplied by virtue of the size of classes, the mixture of nationalities, the variations in age, and the diversity of sex experience. Coupled with these difficulties are the lack of training of teachers and their consequent reluctance to impart sex instruction.

There should be no specific teaching of sex education below the seventh grade in the elementary schools. The great problem therefore is to train all grade teachers as to the methods of imparting the general sex content of all the subjects in the curriculum in a normal and constructive manner without making it appear that any unusual topic is being discussed.

In the higher classes where departmental systems exist or in the high schools where children are at puberty or in adolescence, there is a more general effort to devise definite lectures upon specific sex themes of informational value and moral force. When specific instruction is indicated, the greatest stress should be placed not so much upon the subject that is taught as the characteristics of the instructor. Tact, sympathy, understanding and example are of equal importance to the possession of the facts to be imparted. The basis of selection of a teacher in sex education should include the personal elements entering into teaching ability as well as the recognition of the general educational power of the teacher. Obviously, the teacher to whom is to be intrusted the careful process of sex education must be possessed of a knowledge of the matter to be presented, the methods of presenting it and a broad comprehension of the relation of the subject of human effort and efficiency. He must possess judgment to determine whether information should be given to individuals or to groups and be able to weigh the effects of his instruction. Sex education must be achieved without the development of sex self-consciousness and without the stimulation of erotic ideation.

The position of sex education in the high school appears to

be definitely determined. As normal boys and girls have acquired a large measure of their sex lore before puberty, the informational character of sex education in the high school must possess a correctional bent. The vast amount of misinformation acquired from the street and the gang, pornographic literature, pathological booklets and false interpretations of current events as described in the press have made their impress upon adolescent minds.

With some limitations, sex education in the high school possesses a prophylactic value. The young adolescents, conscious of new physical sensations and emotional stimuli require careful guidance towards high ideals. The more mature students in the high schools who perchance have drifted with the current and possibly have succumbed to influences dangerous to their physical and moral welfare need to be rescued. The facts pertaining to sex must be placed before them in a clean manner to indicate the dignity of manhood and womanhood and to give them an understanding of their duties and responsibility in the light of their social duties. The possibility of developing character during adolescence so as to lessen the likelihood of immorality demands the careful instruction of high school students in the facts pertaining to sex.

The ethical lessons involved in sex education assume the utmost importance. Considered from the standpoint of biological development, physical education, civics and ethics, the high school may afford definite instruction upon the meaning of puberty and the relation of the sex instinct to personal success and physical health. The wider problems of the relation of chastity to family welfare, eugenics and racial advancement can be discussed without equivocation, providing that undue stress is not placed upon the venereal diseases and other pathological phases of the subject. To seek to inspire fear and to establish character upon this principle is poor pedagogy. The attempt must be made constructively to create a desire for clean living and self control on the basis of a positive knowledge of the essential value of sex facts. The dangers of sex education in the high school are practically negligible providing that instruction is placed upon a high biological, ethical, and social plane.

In elementary schools, it is desirable to present sex knowledge

to children before adolescence without drawing attention to the fact that such instruction is being given. The variations in classes due to numbers, differences in age, nationality, and sex precocity increase the difficulties of definite sex education even in the upper grades of the elementary schools. If, however, sex education is regarded as essential to the welfare of future citizens, it is manifestly important that such education should be given to the maximum number of children and this becomes possible only through instruction in the elementary schools.

Naturally, in imparting special instruction, particularly for those who are about to leave school in order to go to work, the sexes must be segregated. Within the sexes, groupings should be made not so much on the basis of chronological age as upon psychological age.

The barriers of modesty and shame having arisen in child consciousness just before puberty, increase the difficulties of sex education at this period of school life. The proper grouping of children, therefore, is imperative. For this purpose the advice of all teachers must be secured even though the instruction be given by one teacher. Frequently it is advisable to omit from the group some children whose morals are believed to be impaired in order to give them individual attention that their instruction may be gauged according to their experiences and needs.

Individualized sex instruction while theoretically desirable at times is practically impossible in a public school system, save in connection with problems of discipline or in response to requests from parents for the imparting of such individual instruction. The disadvantage of individual instruction as opposed to group instruction is that it may tend to accentuate the peculiar qualities of the instruction given, whereas the group instruction makes it appear to be a normal part of education to be received by all and does not serve to build up an overweaning false modesty.

All steps leading to the introduction to sex education must be taken slowly in order that public opinion may constantly support the movement. Of primal importance is the education of the public as to the meaning of sex education, the necessity for its introduction into the schools and the educational methods utilized by teachers. Second, it is a vital necessity that teachers be given

a proper understanding of the purposes of sex education and receive training in the matter and methods essential for the proper teaching of the subject. Third, training schools for teachers must organize definite courses for the adequate training of those who appear to possess special fitness for the presentation of the facts relating to sex problems. The greatest need at the present time is the preparation of teachers of this subject.

The method of instruction in matters pertaining to sex is to impart practically such knowledge of sex at each period of child life as may be valuable and necessary for preserving health, developing high planes of thought, and controlling conduct. Anatomy should be dwelt upon as little as possible and embryology should be involved only in so far as may be necessary for the interpretation of the reproductive phenomena in all the plant and animal kingdom. The scientific processes are to be found in the biological interpretation of nature study, supplemented by the values to be gotten from physical education, civics, hygiene, history, and ethics.

It is obviously impossible for a school to control a child's environment, nor is it within the bounds of possibility to safeguard children from all contacts with demoralizing and corrupting influences in their environment. Instruction as to the importance of bathing, correct methods of clothing, the value of physical exercises, athletics, and recreations of a wholesome character are within the limits of sex instruction, in so far as it is related to environment. Guidance as to theatres, gambling, alcoholism, debasing associates in the gang, the advantages of playgrounds, parks, libraries, the importance of religion, the necessity of cherishing home life and maintaining confidences with parents, may properly be included in a constructive program of sex education involving the environment of children.

In the positive education of the child, character formation is the ultimate aim. In the study of reproduction during the adolescent period, utilizing the facts to be gleaned from biology, the ethical implications require greatest emphasis. The evolution of human love, the relations of parenthood to family welfare and the nature and importance of the home together with the ethical relations which should exist between parents and children are ethical and



biological concepts of exceedingly great value in making appeals to adolescents.

Without going into details as to the great number and variety of facts to be imparted, I may repeat that the connotations of literature, history, and civics must be combined with the facts of biology, nature study, and hygiene and interpreted in terms of ethics and sociology. During the early ages, sex facts must be intellectualized in order not to emphasize the developing emotional phases of child nature. During puberty, when emotional waves are fast rushing upon the child mind, they must be harnessed and directed into channels that will do the least damage. The physical phases of sex problems should not be stressed for adolescents except in so far as they are spiritualized. The intellectual appreciation of the facts presented merely furnishes the basis of educating the emotions. The normal development of sex themes proceeds in three stages: First, the intellectual acquisition of facts; second, the interpretation of emotional life; third, the spiritualizing of sex consciousness. These three stages are not totally dissociated at any period of child development but must be most closely interwoven in the instruction during adolescence and thereafter.

While parents represent the persons upon whom rests the responsibility for sex education, the school cannot ignore the fact that parents are ignorant of the best methods of pedagogical procedure. For this reason it is highly desirable that schools, through the medium of mothers' clubs, parents' associations or general public lectures, should afford an opportunity to parents to receive instruction upon the necessities of sex education together with pedagogical methods and the material required at different ages of child development. Particular advantage accrues from giving the instruction to mothers in connection with the clubs of kindergarten mothers during the first year of the child's attendance at school. Herein is a wide field of usefulness of the elementary school, bringing the school and home in closer cooperation and harmony in the interests of sex education of the young.

THE CHAIRMAN.— I think you will agree with me in my judgment in having Dr. Wile come here, especially so since he is so in accord with the report of the Committee.



I am going to ask Dr. McCord, who is the health director in our public schools of Albany, to lead in the discussion of Dr. Wile's paper.

DR. CLINTON P. McCORD.—I must confess that this purely popular discussion that I am about to read was written several weeks ago when the chairman first informed me of my place on the program. I then had a spare hour that I knew from my calendar I was not going to have during the past week.

I then understood the subject to be general and found only a few days ago that it called for only the school aspect. However, my early paragraphs may not be amiss because of their general significance not only to you who are social workers but to that portion of our audience representing other lines of educational and welfare work.

Three days ago I had the pleasure of reading Dr. Wile's paper and I assure you I am doubly glad that I wrote my discussion some time ago. Now that you have heard his paper you will agree with me that it is altogether the sane, scholarly, scientific presentation of the subject that I am sure we all expected from the man whose opinions on this as well as related subjects we have come to respect. His words have been those of a physician and an educator.

It seems to me that no other class of social-welfare students has been more earnest during the past three years than the class that has been concerned in promulgating plans for sex education. The fact that one-fifth of the time of this Conference is devoted to presentation and discussion of various phases of the subject perhaps indicates the importance attached to it at least in the minds of social workers. Those of you who attended the International Congress on School Hygiene at Buffalo last August will recall the place this subject occupied on the program and the eminent persons that were called upon to outline their views upon it. I take it, we have in this movement a great deal of misdirected effort. We are planning to remedy certain conditions without careful inquiry into the causes of those conditions and sometimes without accurate information concerning the effects of our remedies.

The question of sex education is simplified if we consider it as applied to:

1. *The adult public*, including special groups of men and women, as in factories, and the post-adolescents in colleges and professional schools.

2. *The child*. In the education of the adult public along these lines there seems to be very general agreement that lectures, sermons, newspaper articles, plays, study-clubs as departments of civic and social organizations and carefully prepared public exhibits constitute the chief instruments for effective work. A local committee on social and moral prophylaxis is a powerful aid in the systematic dissemination of knowledge along these lines. This committee should be representative of the leading educational, social and public health agencies of the community and might well be recognized as the proper board of censorship when the question of certain theatrical productions arose. Under such a committee a permanent municipal exhibit on sex hygiene might be a reality. The major portion of such an exhibit, to secure practical results will necessarily deal with the question of venereal diseases, their transmission and their effects. The aim in all such teaching is to inspire distaste for promiscuity. When a person has arrived at the point where he or she revolts from biting an apple where another's mouth has left its saliva, refuses to share comb and brush with a traveling companion or insists upon maintaining a personal outfit at the barber-shop, there is little possibility that this person will seek the establishment of more intimate forms of contact with any person whose physical condition is unknown. This state of mind means almost certain protection from venereal disease and may develop independent of any special advance in the individual's moral outlook. As to the agents concerned in the direct moral education of the adult public much might be ventured. We find the church, the press and more serious literature are always mentioned. We find it hard to decide upon any one agency that trains definitely the so-called moral side of man. The idea that a man has a separate and distinct part of his being set aside as his moral nature, dates back to the time when our psychology dealt with mental "faculties". A man is moral or immoral not by virtue of some isolated part of his nature — a moral self — that has been trained or neglected as the case may be; but because of the resultant of all influences upon him, which,

in our modern conception, constitutes character — a resultant based as you know only in part upon environment and training. This to my mind explains why attempts at the direct teaching of morals have met with only partial success. It is notable that no modern psychologist is responsible for any so-called system of morals. They all believe too firmly that virtue must have its foundation in heredity and in habit to place much faith in any attempt to lay down a theory of training for an isolated phase of character, termed "moral nature". In all this lies the reason why any definite attempt to introduce the much talked-of and at present popular subject of moral instruction into our public schools will meet with indifferent results.

To return to the question of the dissemination of knowledge on venereal diseases amongst adults, we might well consider a number of subheadings as I indicated in my outline. One of these only I wish to speak of in this limited time. Where large groups of people are assembled as in our big industrial establishments, the question of reaching them upon these matters is very important. Several years ago I was associated in work of this character with the officials of a factory where over six thousand men and women were employed. Hundreds of dollars were spent by this concern for the spreading of information on sex hygiene among these workmen. Their experience was, that the more simply and directly the truth was presented the better it was received. I recall in contrast very vividly the attempts of a prominent sex hygienist to instruct 600 factory women along the well-known lines of approach laid down by the national organization. One day she showed them pictures of the stamens and pistils of many beautiful plants and flowers and talked to them about the "mama" and "papa" parts of the plant. The next day she showed them colored slides of uterus, ovaries and testicles and told them of pre-natal life. As a physician I was privileged to be the only male auditor. The first day the girls laughed at her; the second day they stared in misunderstanding wonder. It struck me that the method was that of correlation "with a vengeance", if you will permit the expression. She told them that it was a reflection upon the character of a working-girl to wear a diamond ring to the factory or office. Some fifty women in the room were wearing en-

gagement rings at the time. I tell this to illustrate the truth that it requires an artist to present the subject even to adults, and we have few artists trained at the present time for the work. Allow me to turn to the last of my main headings — the education of the child in these matters.

This, I take it, is the phase of the work that comes to mind at present with most people when the matter of sex education comes up for discussion. Here again we have the two chief phases of the question — (a) direct moral instruction, and (b) the impartation of knowledge about venereal diseases. Most professed students of the subject have considered it largely from the standpoint of material and method.

They agree that the biological sciences offer the proper avenues of approach to the subject proper. As to how long the child should dwell with the elementary science before the very personal subject of his own sexual constitution is unfolded is variously stated by different students. In some places at least the transition is recommended in the primary grades. Teachers in such schools have told me with what dread they looked forward to the work, how little they knew of the subject and how much less they knew of the proper way in which to impart their meagre knowledge to children. I saw a cartoon not long ago that seemed full of meaning: It pictured a school teacher kneeling before a Pandora's box marked "Sexology." At her elbow stood a number of small children with eyes round with wonder, waiting for her to lift the lid.

Montana has a law that provides for teaching in public schools the ways in which the various infectious diseases are transmitted.

Such instruction might well come as a part of regular class work on health, and the venereal diseases would come in for consideration in a way quite natural, somewhere in the higher grades. Some day we shall discontinue the so-called physiology of our public school curriculum, discard text-books written by doctors who know no pedagogy or by pedagogues who know no physiology, and shall present the subject of health in its various aspects as one of the leading lines of study throughout the school life of the child. The health of the sexual constitution would thus find a place naturally in such a course, not as an isolated subject, but as a natural part of a very general and vitally interesting study.

The present day tendency is to look to the schools for the treatment of a great many conditions without asking whether or not the schools have the equipment, the time or the jurisdiction to work the reform. Until our school systems become much more paternalistic and control the child for a much larger measure of time than they do today, we must not expect any problem with sociological ramifications to be grappled with scientifically and exhaustively. At present the schools at best can only assist along many of these lines. We know so little of the psychology of sex except from personal histories; and one who has heard many such histories feels that the multiplicity of variations in development makes each person almost "a law unto himself."

There are many persons so lacking in inhibition that they accept bad ideas easily and act upon them. These people need education but not sex education. Outside of the question of contracting disease we are too much exercised over the problem. Definite teaching of this subject to children will not prevent the so-called immorality of adult life. Men and women act after fairly well-defined laws along the line of all primitive instincts, and the measure of resistance to temptation is found in the native condition of the nervous system and the possession or non-possession of a set of good habits. The primary cause of immoralities of all types is to be sought in the biologic constitution of the individual and not in the fact that he spent his school years without definite instruction along sex lines. Conversely, the fact that all of us may practice the inhibition necessary for a clean life is in no wise dependent upon admonitions formally loaded upon us during childhood. In fact our springs of action are fed from far different sources if we are introspective enough to analyze our own sex development. A subjective knowledge of sex develops somewhere between the third and fourth years of a child's life. There is no reason to doubt that more detailed truths along this line arise in consciousness at definite periods and ages, and until we have had more research and know more about the maturation of certain phases of this constitution it seems to me we should avoid direct instruction along sex lines in school, until the boy or girl reaches the upper classes of the high school, where the adult level of intelligence has perhaps been attained.

The child develops in this respect as an individual, and below the high school class instruction is never going to reach the individual.

If we had a hundred physician-teachers like Dr. Wile in every city, who would present the matter in just the right way to individual cases, or to selected groups, much good might result. But the problem requires too much skill to permit a satisfactory presentation by ordinary teachers or physicians in the artificial setting of school.

Sex gives us the finest and the most horrible things in life. I have seen it glorifying the faces of the young husband and wife. I have seen it lead the gray-haired married man up the steps of a house of ill-fame and into the arms of a woman whose foulness was soon to be taken home to a patient wife and mother. I have also seen the look of despair in the eyes of the young man facing the horror of a loathsome disease as a companion perhaps for months. There is of course no question as to the importance of sex as a moving force in human affairs. Let me remind you, however, of Galton's statement made some years ago in reference to education along the line of practical eugenics.

If publicity along a particular line of science far exceeds the knowledge at hand on the matter in question, the truth calls forth ridicule, was his thought. His prophecy, as it were, was verified in the failure of several recent so-called eugenic marriage laws and the weight of ridicule that the cause must combat because publicity work shot so far ahead of scientific knowledge. My feeling is, that until we have more knowledge of the psychology of sex in children to enable us to formulate methods based upon good educational hygiene, the establishment of definite courses in sex education in grades below the high school is unwise.

I have sought to deal with this subject in a purely popular fashion, with the desire to place before you in the same terminology views that you may contrast with many of the radical methods advocated in the popular magazines. Dr. Wile has given us a scientific view of the subject that as social workers and teachers we may make the basis for principles of action. Allow me in closing to remind you of some very definite points that he has brought out — opinions that I am convinced represent the very best thought today on this at present much discussed subject:

1. That individualization must be a principle of sex education.
2. That sex as a distinct and isolated subject in school is harmful.
3. That the parent, properly instructed, represents a natural source of information for the child upon sex matters.
4. That adequate training of suitable teachers must precede the introduction of instruction for children along these lines.
5. That specific teaching of sex matters should find a place only in the high school, or, at the earliest, in the higher grammar grades.
6. That proper child classification should precede any attempt at class instruction in sex matters.
7. That the morbid pathological phases should not be stressed.
8. That the question of the introduction of sex education into schools and the methods of administration requires the survey and advice of an expert medico-educationalist.

And from the last statement we easily conclude, what Dr. Wile has charitably refrained from stating, namely, that the work of sticky-fingered "faddists," of enthusiastic but misguided educators — in fact, that the attempt by anyone to take up the problem, unless he or she be a trained expert, is likely to result in more harm than good.

And these are excellent thoughts he has brought to us.

#### GENERAL DISCUSSION

DR. A. C. HILL of the State Education Department: I would like to state one or two things which have come to me as an impartial listener, and one seems to be a question whether sex ignorance or sex knowledge is the better. That is the impression the speakers have left upon me. Some woman went to a teacher or wrote a note and asked the teacher not to tell her daughter anything about her internal organs; she said it wouldn't help her to relish her victuals, and I think it is a fair question whether in view of all the ignorance of the teachers on the subject, it is better to give such information as we can in schools, or whether it is better to omit it and try to create an atmosphere around the young child, as Dr. Wile has mentioned, which will allow the child to develop naturally and in ignorance of a lot of things that later it is well for him to know and that possibly he will learn in some



other way. Now, that is simply a question. Is it right for me to say that society is unmoral, society as a whole is unmoral? Perhaps not. But that impression comes to me. We think sometimes that we can teach in the schools and correct all the evils that exist. After the law is passed we think we can teach, that we can doctor the symptoms which Emerson says is a very great mistake; we shouldn't try to doctor the symptoms, we should try to stop the cause, and I think that is the suggestion of these papers, that we get at the causes of them instead of trying to mitigate the symptoms. For instance, what is society teaching the young people? Take a familiar example. Talk about the ethical side, what is society teaching the children? As a society? It is teaching them that the use of tobacco is all right. We try in the classroom and other places to teach that boys shouldn't use cigarettes. We teach through our saloons that liquor drinking is all right and all the force of society is along that line, and so in regard to morality. I wouldn't like to refer to a good many things that the women are doing on this sex question to teach immorality. I wouldn't like to mention particularly what a great many men are doing in society and what society, as a whole, is doing in the matter of teaching immorality, and yet if we wish society to be what it ought to be, if we wish the children to grow up right, we must correct a social atmosphere in which they may grow up. We must pull out a lot of what is done in society and in that way, it seems to me — I may be wrong — but it seems to me in that way and in that way only will we ever cure the ills of society.

Now, take the school matter. I have been a school teacher most of my life. I don't know but that these doctors have been school teachers, but the question is what can we do? Now, we theorize about this thing. We say, we ought to do something, but you know also it is pretty evident that the teachers are not in a position to do much and if you are going to have anything specific done, you must certainly show them how to proceed and with all the other things they have to attend to and do it is a great question whether or not there is any chance for their doing much more along these specific lines.

MRS. JOHN H. McELROY of Albany.—In Dr. Wile's paper he speaks of the correctional teaching in the high school and says



by that time the children have already acquired a great deal of misinformation and perhaps have had sex experience. It seems to me if we don't begin our education until this period it is a lost opportunity. Of course, it is a question whether it is advisable to teach it at all, but it might better be brought in right hand in hand with the misinformation and what they acquire in the streets and in other ways.

DR. WILE.—I am going to answer the last one first. We have said public experience must be behind all sex education. There are many things in society that we still have to have to go on side by side. For instance, we have societies for the prevention of tuberculosis; we have institutions for the care of patients; we also have institutions correctional in intent. Both things have to go on side by side. You cannot reform society over night. Possibly the movement would be strengthened by putting sex education where there would be least opposition than where there would be wholesale opposition.

Now, the question that Mr. Hill raises as to whether there is any difference between sex ignorance and sex knowledge and which is preferable, I think we are all quite agreed that knowledge is better than ignorance, but we must also recognize that knowledge doesn't necessarily mean anything except innocence and chastity. You may know all you want about venereal diseases and still lead an immoral life. I am perfectly willing to say that I think less harm comes from a conscientious definite attempt to give honest information and truth from clean, wholesome and sacred sources, than to permit misinformation and perversion of the truth from foully-inclined and degrading sources. That is the difference between the idea of ignorance and knowledge. The mere fact of getting knowledge does not mean chastity until you have interpreted in terms of ethics and self-control.

Now, as to whether society is unmoral or not. Many crimes are undoubtedly due to the shortcomings of society. I am perfectly free to confess that a great many of the problems of sex as they have arisen are due to economic conditions, not always overwork, lack of industrial opportunity, lack of proper recreation, the non-employment of the leisure hours, the institution of alcohol, just as has been suggested, the institution of crime, our

legislative and political systems are all social problems. On the other hand, education should have its eyes upon the eternal truth and the goal of what is right, irrespective of what society is doing, whether society is going wrong; those who are educating should have their will power directed along those channels which are going to lift society up and not simply knock at the errors of society and say, while society is unmoral what can we do. If those who educate believe in the powers of education and then side by side say society is wrong, let's stop education; it isn't worth anything.

THE CHAIRMAN.—We are now going to take up another phase of the subject and we are very fortunate in having Dr. Morton who is very well known in this locality.

#### THE SEX HYGIENE QUESTION FROM THE WOMAN'S STANDPOINT

By DR. ROSALIE SLAUGHTER MORTON

Lecturer for the State Department of Health, New York City

DR. ROSALIE SLAUGHTER MORTON.—In this symposium I have been asked to present the woman's point of view and I feel gratified that this should have fallen to my lot, because I believe that the coming of women into a sense of civic responsibility offers the greatest hope in the solution of this problem; and seeing so many earnest women here today who have come because they want seriously to help improve the world in a constructive, practical, well-balanced way, adds to my faith regarding what women may do, and what they are doing.

The subject which has been assigned to me is "The Sex Question from the Woman's Standpoint." This may be divided under such headings as the education of women in sex hygiene, the importance of such education to woman, and through her to the race, the relation of woman's health to her efficiency as wife, mother and citizen, the education of ignorant mothers, the education of women teachers, the education of women in trades, social responsibility of women, young, middle-aged, and old. The subject is too comprehensive to be adequately presented in a twenty minute address, so I will only try to draw your attention to a few points which may be suggestive of further study.

Whether or not women should be educated on this subject, has perplexed thoughtful men from the beginning of time until twenty years ago. Some have thought it was kindness to shield women from a knowledge of the seamy side of life; some have believed immorality an ineradicable part of the social fabric, and have falsely supposed that what women did not know could not hurt them; others have believed it a man's business to run the world as seemed to him best or most agreeable. The majority erroneously believed it contributed to the happiness of both men and women that women should be ignorant. So any reference to this subject has been frowned down upon, even if a mother, with a number of children under her guiding care, asked her husband in the privacy of their own room any question which had to do with the standards of sex morality, she would receive the reply, "that is not a subject for you to think of."

It is not possible to overestimate the courage which it took twenty years ago for Dr. Prince A. Morrow of New York City to establish a general attitude of tolerance, and even approval, of the straight forward teaching of sex hygiene to both men and women. It was an enormous step forward and an honor to this era.

I count it a privilege to have lived when Dr. Morrow, illuminated by the urgent need for such work, should have had not only the courage to start it, but forsaking a lucrative practice devoted his time, money and unfailing energy to establish a higher standard of morality than the world had hitherto known. His recent death is so great a loss to humanity that a special obligation is laid upon all who knew him to carry forward this work with the dignity, sureness of purpose and unselfish dedication to a high ideal which characterized his every effort. I pay this tribute to his memory as an act of justice; for often the obstacles the pioneer had to meet are underestimated, because the excellence with which they were overcome, makes them seem, to those who follow, less than they really were, and the way becoming less difficult is apt to be hewn out less thoughtfully. Many men and women who were his coworkers are imbued with the spirit of his work and carry it forward in the Society of Sanitary and Moral Prophylaxis and in the American Social Hygiene Association.

Men kept women ignorant through the centuries. It is a compensation that they should have started this most important movement of modern progress. The women as well as the men in these societies believe that they should look at this problem from all sides, but calmly, and that the education they have worked so hard to get started should not be permitted to spread like wild fire, but be wisely controlled.

In the last year or two many of us have felt some anxiety regarding several plays, addresses and moving pictures on this subject which have been hypersensational, and these increase our responsibility to direct the work so that it shall not be set aside through extreme presentations. It is very possible for excellent work to be lost through those who, lacking judgment, overdo it, or, by a high purpose being simulated for commercial gain, the whole movement receives a setback which causes many people to fail to see its initial and profound importance.

The pendulum usually swings too far out before it finally adjusts itself to properly regulate the clock, so, in regulating society a great social movement may swing too far each way and take some years to assume a balance, and there may be an eventual benefit in this primary lack of adjustment in bringing to our attention possibilities we had not recognized, and in causing a study from divergent points.

It would be a mistake, and a misfortune, if any one should leave this meeting in doubt as to whether sex ignorance may not be better than sex education. That would, for that person, be the loss of a quarter of a century of earnest work by earnest people.

From my knowledge of the point of view of many men who are not doctors, and of many colleagues in my profession, I believe that the higher and better type of men are welcoming the co-operation of women in the world's work. It is absolutely necessary, to establish the proper training of children, that the mother's point of view be regarded as of as great value as that of the father, and the wise father wishes to have his wife intelligent upon every subject affecting the welfare of his children; there is no other subject more important to them than sex education.

The development of this movement would not have been possible twenty-five years ago, for it was necessarily preceded by the

general education of women. The free compulsory education of this country gives an equal opportunity to girls and boys, and statistics show that, on account of economic pressure, boys leave school earlier than girls; the necessity for some, and the desire of others, to make money as newsboys, or in other unskilled occupations, causes many to leave school as soon as they can get their working papers. Girls remain in school longer and statistics show that when they leave they have advanced, on an average, to grades further than boys. Far more girls than boys complete their primary school courses, and almost an equal number fit themselves for some trade.

The average of education among American women is raised not only by those whose families can afford, or are progressive enough to send their daughters to high school and to college, but by those who have, to a large extent, educated themselves, working their way through normal school; and after they have become teachers using their vacations for travel and study, or through summer college courses, adding to their education. The large number of women who in groups of all sorts, church and charity organizations, clubs, etc., are educating themselves on the questions of the day and doing serious work in the preparation of papers through study and investigation, as well as conducting much well planned work, have made themselves a civic force to such an extent that it is customary for men to seek their cooperation by getting permission to present before them their plans for municipal improvement. There is also a large army of women, young, self-supporting and in many instances carrying a goodly share of the responsibilities of life, who are educating themselves in night schools, many of them daughters of immigrants, who have the pluck and perseverance after their day's work, in domestic employment, or as milliners' or dressmakers' assistants, in factories, stores, etc., to go systematically to night school from the primary through the high school; recently I spoke to 2,000 such women students, of varying ages, in one of the New York City evening high schools, and was greatly impressed by their earnestness of purpose and achievement.

Another large group of women are those educated through the classes and club work of social settlements, which are active in all our large cities.

We have thus through a multiplicity of channels a high average of education and intelligence in women, and their employment, in practically every profession and industry in the United States, gives them a knowledge of the world which makes it possible for women to approach a consideration of sex hygiene with the same calmness and balance with which it is approached by thoughtful, well-educated men.

The fact that this symposium was arranged as part of this conference shows that the Charities and Correction Committees believe in a public discussion of the subject; that the New York State Department of Health approves is evidenced by the courses of lectures given to large groups, and organizations, throughout the State for the last three years. We have passed from the debate as to whether it is necessary, to how it shall be done.

The importance of the education of women on this subject is to be emphasized, for without it they cannot help in the solution of this, the gravest of the world's problems, and obviously it is impossible for men alone to find the solution of this, or any social question, for they cannot see it in its entirety. Neither can women solve it alone, for each sees the difficulties, temptations and penalties, primarily, only as they affect their half of the human race. The mutual assistance to be gained by fair-minded comradeship is a necessity, and the highest human ideal is that of joint service to our country and the world. The attitude of American women to-day toward themselves and others in meeting the responsibilities of life is of great significance, because critical observers in other countries are watching the women of the United States to see whether, and how, they "make good." If we do contribute something to the world's welfare; if we make better wives and mothers; if we bring better children into the world, if we ourselves are a stronger race because we have education, freedom and an out-of-door life, then the women of the rest of the world will have an opportunity which heretofore has been denied them, and it is interesting to find that it is being withheld, until the experiment being worked out in America proves its right to be considered a forward step in evolution.

Until last summer, sometimes when listening to the arguments used against various phases of modern progress, I wondered if

the iconoclasts were right in predicting that we are rushing on to ruin, and that the so called "good old times" were best. The only way to get a comprehensive idea of the whole situation is to get far enough away from it to see it as a whole. We are usually so occupied that we see clearly only that which is nearest. I, therefore, welcomed the four months' trip I made to South America to visit their hospitals and universities as an opportunity to compare many phases of their social life with ours. While there are great differences in many respects between the various republics which constitute South America, in all of them the social relations of men and women are very similar, and much like they were in the United States sixty years ago, before women began to go to college and before the economic pressure became so great that women in large numbers were obliged to enter commercial fields. In South America they have an idea that society is to a large extent fixed and finished, class distinctions are marked, grace and elegance are valued above earnestness of purpose and intellectual ability. Women sacrifice social position if they work. Teachers from the United States who go there are not accepted by the same class of people who were their intimate friends at home. The women with sufficient courage to go to college find themselves set apart from their former associates. The men spend most of their evenings at the club or the café. There is no comradeship between men and women; both suffer without knowing it by this loss. There are scant opportunities for young men of the lower class, there is none of the unrest which some deplore in the United States. But when I returned to this country I saw our unrest meant progress, for there is something striking in the faces of men and women as they walk along the streets with quick and buoyant tread, with a look of hopeful purpose and definite attainment, their own industry being the measure of their success. It was thrilling to note the progress of evolution in our country so much of which has come through free opportunity for all, and with the education of our half of the human race an increase of what the mother has to give to her children, as well as the stimulus it is to both men and women to work together for the development of their country.



The mental and physical, as well as the moral stamina of our citizens depends so much on wise education in sex hygiene. I have been greatly interested to observe to-day that the trend of discussion is toward its presentation in schools. This has been and will be so ably handled that I may be "sending coals to Newcastle" to make any suggestions, but I would like to have your opinion of the possibility of the following method of educating adults in sex hygiene.

As the free schools confer a great benefit on those who have children, could they not arouse a sense of obligation on the part of parents to cooperate with them in this line of education, which is the most vitally important to their children's welfare and happiness, by giving them on the day they enter the child at school a brief printed outline of the necessity for this education, and the advisability of its being given to the child by its nearest relative? The mother, father, aunt, guardian or whoever enters the child at school being required, or made to feel the necessity of his or her attending a course of afternoon or evening lectures, for parents and teachers, which would be given gratuitously by the school. Such lectures would enable them to cooperate with their children's teachers and instruct them how to handle this subject, from answering the questions of the little child to inspiring adolescent youth to a noble and dignified realization of its potential powers. Many adults need this education just as much, or more, than the children under their care, and this would be the means of reaching both in the way least likely to wound their sensibilities. I believe people wish to do what is right, and have done marvelously well, when we consider the mass of ignorance and misinformation which has surrounded the previous acquisition of this knowledge. Mothers, I am sure, wish to do the best they can for their children, and vaguely realize the danger of not meeting their children's questions, but they are panic stricken by the idea, for they have no words in which to clothe what they wish to say, because they were left to pick up their knowledge as best they could from servants or ignorant companions and it is difficult for them to strip their minds of suggestions of vulgarity. Adults need to be taught the essential purity of this subject which is more spiritual than physical.



We all agree that the mother or father is the ideal person to answer the child's questions according as the opportunity presents itself to one or the other. To children who have no parents, or those who do not speak our language, there is always some relative, or a teacher, who should be given the information which would help them to help others. Do you not think if classes of this kind with suitable teachers became part of the school work of our country this problem would be partly solved?

During the past winter there has been at the New York University such a course of ten afternoon lectures for teachers and they were not only well attended but many intelligent and far-reaching questions were asked. Following these there were some interesting interviews regarding individual problems which were very helpful to the lecturers for future educational work.

If such courses were established for men and women in all universities and normal schools, the interdependence of this subject on chemistry, biology, physiology and sociology would be found of great practical value. We have all seen many unhappy homes, many broken hearts, many parents disappointed in their children, many children disappointed in their parents, their friends, their aspirations, wrecking their lives through ignorance. Looking frankly at the results of a lack of teaching, realizing that there is much to consider, much to evolve in the methods of this, as there has been in the methods of all education, after giving most serious consideration to all objections urged against it, I stand definitely approving of sex education, for, I do not believe it is possible for education to result in such gross evil as has grown for ages out of the lack of it. The moral status brought about through wise and true education must be higher than any moral condition which could exist as a result of ignorance.

The teaching of young business women is a division of this subject which is important and comprehensive. The majority of these could not be reached through schools or colleges and they need the education for their own protection. Fortunately they may usually be reached in large groups such as the Woman's Trade Union League, The Young Women's Christian Association, etc. In order not to overaccentuate one function it has

seemed advisable to arrange a course of at least five lectures, for example, the series given at the Woman's Trade Union League and paid for by these young women was as follows:

1. The Cause and Prevention of Ordinary Colds.
2. Food in Relation to Physical and Mental Efficiency.
3. Exercise and Rest in Relation to Health.
4. The Care of the Health at the Menstrual Period.
5. The Responsibility of Girlhood to Motherhood.

In the first lecture the function of the lungs and their relation to the rest of the body, as brought out under the dietetic, and fatigue, as well as the exposure, causes of colds.

The second lecture explained the process of digestion. The values of various foods, the relation of the stomach, liver and intestines to the output of energy in daily life.

The third lecture emphasized the importance of a proper sitting and standing position to give all organs room to do their work; the amount and kind of exercise which is helpful, the necessity and manner of nerve and other tissue repair during sleep.

By the time the fourth lecture was reached they were prepared to understand the importance of menstruation in relation to the other functions of the body; their civic responsibility to keep well had been made clear as their duty to themselves, their families, their employers, and they were anxious to learn how to conserve their health by proper care at this time.

In the fifth lecture, sex hygiene and eugenics, an earnest effort was made to impress upon these future mothers the extent to which the health and happiness of their children is in their keeping, the importance of their being, physically, mentally and morally, fit to be mothers, and the necessity of their exercising discretion in the choice of their children's father, if they would meet their responsibility for the progress of the race.

Questions from the floor were asked after each of the lectures. The weariness of the day's work did not prevent the girls from coming to all the lectures and asking permission to bring their friends. Each one lasted 45 minutes with 20 minutes allowed for questions, and the information gained in a total of five and

a half hours will probably make a difference to most of them in their efficiency and viewpoint for the rest of their lives.

The majority of the young men and women of the high school and college age are past the help which would have meant much to them earlier, and such lectures as are given by Mr. E. C. Mercer, Dr. Ira Wile, and many others, to college men, Y. M. C. A's and other groups of men and boys are invaluable, and, while reference to these may seem to you outside the scope of my paper, part of the woman's aspect of this question is the fundamental importance of the education of men and boys to a clean and healthy moral standard.

The education of the more sheltered or society girls and women between 17 and 30 years of age, I have found from practical experience to be free from the difficulties with which it is supposed to be enmeshed; for every young woman thinks of marriage, more or less definitely, and most of them have had perplexities and anxieties about why they should have a two or three days monthly visitation of a condition popularly called by many of them "the curse," and attributed to Eve as the punishment placed upon her when she was banished from the garden of Eden.

When these young women are given an intelligent idea of the interrelation of the functions of the body and that normally all functions are free from pain and come to understand that they have had intrusted to them tissues which have the marvelous faculty of storing in their cells something which later we call heredity, and that women have the capability of nourishing and protecting the tiny, helpless, forming child, so that in a way the menstrual period is God's promise to her that she may become a mother, there is a glorification in the knowledge that she is from her little girlhood building the future of her children, she realizes then that the body is to be cared for as the temple of the soul. Most of our young people have practical ideals and they appreciate being approached in a straightforward manner regarding why God had made us as we are, and without this knowledge they can hardly be expected to take intelligent care of themselves. The responsibility to souls in the making is a powerful religious stimulus outside all denomination and all nationalities but at the same time an integral part of all; and the spiritual uplift which

comes with a realization of this makes temptation fall off like arrows against armor.

One of the examples which demonstrates to students the power of heredity is the book \* by Winship on the Jukes and the Edwards. A study was made by Mr. R. A. Dugdale in 1877 and is to be found, in part, in the Twentieth Annual Report of the New York State Prison Association. He made a three years' study of one family, the Jukes, meaning wanderers, and gave the exact facts regarding 450 of the descendants for 150 years of a man called Max. In that time they aggregated 1,200 persons. Three hundred out of the 1,200 died in infancy. There were 50 women who lived lives of notorious debauchery; 400 men and women were physically wrecked early by their own weakness; there were seven murderers. Sixty were habitual thieves who spent on an average of twelve years each in lawless depredations. There were 130 criminals convicted more or less often of crime. What a picture this presents! Some slight improvement was apparent when Mr. Dugdale closed his studies. This resulted from evening schools and from manual training; from improved conditions of labor and from the later methods of treating prisoners. This one family in 150 years cost this State in crime and pauperism more than \$1,250,000. Taken as a whole, they not only did not contribute to the world's prosperity, but they cost for pauperism and crime, including all men, women and children, more than \$1,000 apiece. Those who worked did the lowest kind of service and received the smallest wages. Only twenty of the 1,200 learned a trade and ten of those learned it in State prison. Even they did not seek regular employment. Three hundred and ten of the 1,200 were professional paupers, or more than one in four. This family was in the poorhouse, or its equivalent, the reformatory, and so on, taken as a whole, 2,300 years. That is the dark side of the picture.

By contrast to this, the Edwards family, the descendants of Jonathan Edwards, born 1703 in Connecticut, a summary of 1,400 people, was studied for a period of 150 years. They were ministers, presidents of Yale, Princeton, Amherst and ten other colleges. Many were professors, presidents of banks and rail-

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\* Jukes-Edwards, published by R. S. Myers Co., Harrisburg, Pa., 1900, 88 pages.

roads, missionaries, legislators, ambassadors, State treasurers. Three were mayors of cities, New Haven, Cleveland and Troy; three governors, of Connecticut, Ohio and South Carolina; a number were United States Congressmen and Senators. Many were officers, chaplains or surgeons of the army and navy; and they were prominent in the mercantile, industrial and professional life of thirty-three states.

Compare these two families, one, altogether degenerate, constituting a disintegrating force, inciting others to criminality and encouraging vagabondage in their associates, the other family, an equal number, uplifting, building, inspiring in every generation, and note that the Jukes never married worthily and that the Edwards never married unworthily, that it was the men and women of that family with a sense of personal and civic responsibility and others like them who have made this country what it is; for good is stronger than evil and they have contributed far more than the Jukes could destroy. In human values we should count the utter misery of many of the Jukes, and the sorrow to all with whom they came in contact, and in the Edwards the inspiration and benefit which came to those around them as well as their own satisfaction in making the best and most of life. This is sufficient to make those who consider the comparison determine to do all that in them lies to bring about a wholesome knowledge of sex hygiene which will enable young men and women to be worthy themselves, and by the selection and cooperation of their mates, to endow and educate their children so that they will be assets of, and not liabilities in, our commonwealth. In helping to bring this about, the education and participation of women in this work will, I believe, go a great way toward opening the door to women of other countries to join with men in the general uplift of the whole world.

THE CHAIRMAN.—I am going to take the liberty of postponing the general discussion until after we have heard from the next speakers. It is a great pleasure to welcome Dr. Snow, once health officer of the state of California. When the American Hygiene Association wanted to get the best man in America, they sent to California for Dr. William F. Snow. He will present his views on Public Instruction in Sex Hygiene.

DR. WILLIAM F. SNOW, New York City.—I don't know what to say after the speaker's introduction. I think I shall have to begin immediately to read this paper, both for economy of time and to avoid confusion over being supposedly competent to discuss this subject.

### PUBLIC INSTRUCTION IN SEX HYGIENE

BY WILLIAM F. SNOW, M. D.,

General Secretary, The American Social Hygiene Association, New York City

As the program has been arranged, it was evidently the intention that I should present for your discussion those methods of instruction being used in efforts to reach that portion of the people who are not in our schools and who are not to be reached through women's clubs and other organizations of women. The proposal to instruct the public presupposes an agreement as to the need for the instruction and the character of the information to be imparted.

It often clears the way for profitable discussion to analyze the reasons for the existence of a given organization or movement. There are some twenty-six social hygiene societies in the United States besides the National Association, and perhaps fifty other bodies organized as vice commissions, social hygiene committees of women's clubs, and chambers of commerce, or subcommittees of educational and religious associations. The question is often asked, "What are these societies trying to accomplish?" In the past the answer would vary according to the viewpoint of the person asked. Some would have said, "We are trying to reduce the prevalence of venereal diseases, which cause such an enormous loss of efficiency and health and produce so many blind and defective children." Others would have said, "We are trying to bring about a higher standard of morals and to reduce the prevalence of commercialized vice." If we take first the medical point of view and then the moral point of view, and run rapidly over the cardinal facts upon which the education and gaining of the people's cooperation must be based, it will serve to bring out both the need and the general character of the information to be imparted.

The medical approach may be summarized thus: Some forty years ago the epoch-making researches of Pasteur and Koch, and

their contemporary investigators in the field of the causative relations of bacteria and other forms of microscopic life to certain diseases, supplied the foundation upon which preventive medicine has been built up. When Neisser discovered the organism which causes the most prevalent of the so-called "social diseases" he forecast the probability that some day preventive medicine would count among its greatest battles those fought against venereal diseases. When the causative agent of syphilis, after escaping under cover of some 106 indictments of harmless organisms, and baffling scientific researches for twenty years, yielded to the patient work of Schaudinn, the whole world felt a quickened interest in working out the remaining scientific facts upon which a successful campaign against these diseases could be based. The rapid advances during the past few years in methods of diagnosis and treatment of venereal diseases and in knowledge of their channels of spread made it inevitable that the lines of battle against this group of diseases would be drawn and volunteers called for.

In order to fight a battle intelligently one must know the enemy. When General Braddock marched into the woods in English formation to fight the Indians he did a brave thing, but it did not win the battle, and had it not been for the young continental officer and his men, trained in Indian warfare, the whole army would have been exterminated. The history of preventive medicine has many illustrations of similar expeditions under the leadership of officers who did not know the enemy. The diseases under discussion are probably more treacherous, more successfully intrenched behind customs, practices and habits of the people than any others in the category of diseases coming under preventive medicine.

They are not insect-borne like malaria. Therefore they cannot be attacked through warfare upon any insect as has been done with such remarkable success in yellow fever.

They are not water-borne or food-borne like typhoid fever. Therefore they cannot be attacked through enforcement of sanitation laws as has been so successfully done in cholera.

They are not soil-borne like hookworm disease. Therefore they cannot be attacked by the educational and public health methods which have proved effective in fighting that disease.



They are contact-borne, but unlike tuberculosis, which is also a contact disease, they are so closely limited to immediate contact, and so largely spread through the contact involved in sex relations that they may properly be called sex-contact diseases. The fact that venereal diseases are essentially sex-borne constitutes the scientific basis for organizing a special association, distinct even from the National Tuberculosis Association.

This latter organization, although fighting a contact disease, is striving for nourishing food, sunlight and fresh air, sanitary houses, proper balance between work and rest — above all for the effective destruction of sputum and the prevention of prolonged intimate association of the tuberculous sick with the well. None of these measures will in any direct way reduce the prevalence of venereal infection. In planning a national campaign against these diseases only those measures need be discussed which combat the sex-contact of the sick with the well or their direct contact through practices illustrated, for example, by the custom of kissing or “smoking the pipe of peace.” It is just these forms of contact which from biological necessity and from ancestral customs are most vitally interwoven with all that is beautiful and sacred in love, marriage, and the birth of children. Hence it follows that the promotion of that standard of conduct for men and women, which we call “the single standard of morals,” is of major importance among the cardinal measures upon which a successful campaign must be built up. For the same reasons, it is important to promote the minimizing of marriage between the venereally sick and the well; the safeguarding of children against these diseases, both before and after birth; the instruction of the sick in methods of preventing the transfer of their diseases to others; and the education of the well to a realization that there are such diseases, and that their family physicians and their ministers can advise them or place them in communication with others who can safely advise them should it become necessary to know more.

Only the novice in preventive-medicine campaigning can complacently look over this statement and enlist for the battle with the delusion that rapid progress can be made or that the way has been blazed by other organizations attacking preventable diseases. There is, of course, much in the details of administration of many



organizations which may be directly applied, but the involved relations of moral standards, economic and social status and disease are peculiar to this one of all the preventive-medicine problems.

Granted that these diseases are communicable and preventable, the question may be fairly asked, are they sufficiently prevalent and dangerous to life and health to warrant the expenditure of time and money upon a serious effort to control their spread? Although little accurate data is as yet available, it has been proved by every kind of investigation attempted, whether medical, moral or economic, that this is one of the greatest of the preventive-medicine problems and worthy the expenditure of limitless effort and expense in the right direction.

The question may also be asked, "Are not the medical sciences making such rapid strides in mastering the principles of immunity, and specifically in the early diagnosis and treatment of venereal diseases as to hold out hope that the spread and disastrous consequences of these diseases will be largely brought under control before much progress can be made upon any national campaign; if this were to occur would not the money and effort spent on the campaign be wasted?" There are three points to be made in reply. In the first place, inspiring as have been the recent discoveries of medical science in these directions there is no way to predetermine just when the trail may become lost and require years before some scientist again picks it up. Secondly, the argument of Sir Ronald Ross is pertinent. In commenting upon the application of knowledge to malaria prevention, he said, "It requires ten years for any scientific truth to reach the environment of the people." Lastly, it must be borne in mind that if there were no venereal diseases there are ample arguments for the promotion of a single standard of morals and for the right understanding and application of the sex principle to the social and economic relations of men and women.

If we turn now to the moral approach and, eliminating venereal diseases from the argument, attempt to describe the enemy and point out the basis for attack, something like the following is the result:

Dr. McMillan has well said, "The efficiency of the nation depends upon the efficiency of the individual units of which it is

composed. The efficiency of an individual is in direct proportion to the quality and health of his brain and nervous system. The quality and health of these brains depend upon —

1. The kind of brains that are born within the United States ;
2. The kind of brains that migrate to this country from other lands; and
3. Upon the interaction of these brains and the environment."

We know from such careful work as has been done by the eugenics investigators and vice investigators that both hereditary and environmental factors play an important part in the moral breakdown of a large number of people of all ages. The work of the Committee on Infant Social Service of the Women's Municipal League of Boston has demonstrated what antenatal care can do to improve the baby's chances of being born with good health. It is generally conceded that a baby born with good health and good brains will have the best chance in a home under the guidance and with the companionship of normal happily-mated parents. The conservation of the home, therefore, is the most important factor in insuring the attainment of the highest mental and moral standing of the individual. The real home is not simply a place of residence; it is that indefinable environment dependent essentially on conditions which are the natural outgrowth of the sex-principle which brings men and women together in marriage. Unquestionably the "consecration of the affections," as Dr. Richard Cabot has phrased it, or the maintenance of a single standard of morals, is the cardinal measure to be advocated in a campaign for the home in its most beautiful meaning. As supplementary to this cardinal measure, it is obviously important to make every effort to suppress prostitution and other forms of vice contributory to misuse of the sex impulses.

Without following these illustrations further, it will be evident that we are dealing with a great medical-moral problem which should enlist clergymen and doctors as well as parents and teachers. It would seem, therefore, that the first work to be done in public instruction in sex hygiene is convincing these and other groups of adults who are in a position to influence young people, that there is urgent need for their cooperation, and secondly, that there are practical things to do, both through ex-

ample and advice to these young people, and through improvement of their environment.

The following lines of activity are now being promoted in one part of the country or another, and seem to warrant general indorsement:

First.—Efforts to obtain the cooperation of physicians in reporting venereal diseases, in utilizing their opportunity as advisers in their family practice, and in advocating publicly a single standard of morals.

Second.—The encouragement of diagnostic and advisory work, such as has been so successfully done by the New York Health Department and the Oregon State Board of Health, and of provision for adequate hospital facilities for venereal disease patients.

Third.—Scientific, constructive, educational lectures such as have been conducted by social hygiene societies for selected groups of shopworkers, department-store girls, and other similar groups.

Fourth.—The development of serious attention to the problem by parent-teacher associations under the coordinated guidance of medical and moral professional auspices.

Fifth.—Constructive efforts to give in normal schools and universities definite information upon the sex problem, as teachers will meet it in the course of their school work. It is no doubt appropriate also to advocate this instruction in medical schools and theological seminaries, from which discussion of the social side of such problems is conspicuously absent.

The question of teaching sex information in the public schools is on the firing-line, and no one can say what may or may not be wisely given. Experience has generally shown little to be gained by forcing legislation in advance of forming public opinion. Similarly, history shows the same observation to be applicable to attempts to introduce, by legislation or otherwise, the compulsory teaching of physiology and hygiene in the public schools, in advance of training teachers in these subjects. It is the consensus of opinion that sex education is necessary, and that the great majority of such instruction must be given by others than the parents, but it does not follow that the schools can immediately do this work. Ultimately this subject, like all important subjects of education, will find its place in the public school curriculum

through distribution in the various scientific and ethical courses adapted to its purpose, and in well-planned special lectures by experienced educators. In the meantime, patience is necessary. Here and there well planned efforts are being made and should be observed closely. Good work should be promptly recognized and encouraged.

Mr. Abraham Flexner has well said "swapping absolute ignorance for misinformation will avail the people little."

Much of the educational effort of the day accomplishes only this result, and, in general, this problem, like all other preventive medicine problems, needs to be studied with special reference to attack through environment. In Tennyson's poem, Ulysses, that hero of story and myth, is made to say, "I am part of all that I have met." Probably there is no one in this audience but has locked in his memory some illustration of this statement as applied to times and places where sex information of an untrue and degrading character forcibly touched his environment. We cannot know, in individual instances, when or where influences harmful to the conservation of right sex impulses and standards of morality may be encountered, but we can minimize and eliminate those which are pointed out to us as important and frequent. It is difficult to draw a rational line between genuinely innocent amusements and pleasure resorts, and those with only a veneer of innocence under the cloak of which most undesirable influences are introduced into the environment, but this line should be drawn and the efforts of all social agencies should be directed toward suppressing the latter.

We cannot attack mosquito pests as in yellow fever, but we can attack the unprincipled medical charlatans who are the human pests in this field.

We cannot completely stamp out prostitution, but we can minimize it and gradually eliminate the commercialized element; and we can do something toward lessening the part alcohol plays in its promotion.

We cannot control clandestine intercourse, but we can build up, through social centers, playgrounds, and a multitude of similar agencies, counter-attractions which will go a long way toward combating it; and we can work for housing conditions which per-

mit of normal family life and that degree of individual privacy necessary to the maintenance of moral standards. We can also work for that adjustment of the cost of living to the bread-winner's earnings which will remove the temptation to exploit the sex function as a means of supplementing the individual or family income.

We cannot enforce a single standard of morals, but through broadening our medical ethics to include the responsibility of physicians for protecting a man's wife and children or fiancée from his disease we can drive home to men the importance of this standard; and by enacting sane and practical laws for a health certificate for marriage, we may still further develop an observance of this principle of conduct so vitally important to the social hygiene movement.

In short, we can bring about the correlation of all those splendid forces, active or potential in every community, which are opposed to sex immorality and contributory to low standards of morals; and we can urge recognition of the fact that, in addition to warning people not to fall into the bottomless pit, it is vitally important to prevent them from dragging others in after them. It is even being discovered worth while to do what may be possible toward restoring to good citizenship and an honorable career those who have fallen.

If I may refer in conclusion to The American Social Hygiene Association, I would say that it hopes to be instrumental in promoting these and similar lines of work throughout the United State, and seeks to become a general clearing house for the special campaign against venereal diseases and those degrading practices which largely owe their prevalence to ignorance of the important part which the sex principle plays in the life of the nation as well as of the individual. Its officers believe that this battle must enlist both the medical and moral forces of the country; that it cannot be successfully fought without this alliance, and that independent of the prevention of disease the results to be gained in minimizing the number of broken homes, shipwrecked lives, handicapped children, and preventable suffering in general which grow out of misuse of the sex impulses warrant a national effort of the proportions planned.

The name American Social Hygiene Association may require some explanation. It was selected because general usage in public discussion through the newspapers, magazines, and lectures has practically set aside the phrase "social hygiene" for designating all subject-matter related to the preventive medicine battle against venereal diseases and the moral battle against commercialized vice. The constitution of the association defines its purposes to be:

"To acquire and diffuse knowledge of the established principles and practices and of any new methods, which promote, or give assurance of promoting, social health; to advocate the highest standards of private and public morality; to suppress commercialized vice; to organize the defense of the community by every available means, educational, sanitary, or legislative, against the diseases of vice; to conduct on request inquiries into the present condition of prostitution and the venereal diseases in American towns and cities; and to secure mutual acquaintance and sympathy and cooperation among the local societies for these or similar purposes."

The chief function of this association would seem to be to promote scientific and thorough investigation and observation of experimental efforts in its field, and to turn over the findings promptly to other organizations equipped to apply them to the environment and education of the people.

In conclusion, the foregoing viewpoints may be summarized by pointing out that in these diseases, as in other communicable contact diseases, the medical profession, with the assistance of the nurses and druggists, has in its power the opportunity to control, largely, the secondary cases; the clergy and teaching profession, by the effective development of the observance of moral standards, have in their power the opportunity to lower increasingly the number of primary cases. The American Social Hygiene Association, through cooperation with these professions, the public press, and other agencies active in forming public opinion, hopes to play its part in the accomplishment of a great moral as well as a great medical triumph.

**THE CHAIRMAN.**—Now we want to have a very general and free discussion. There is plenty of time for a large number to participate. I shall hold the speakers to five minutes and I sincerely hope we shall have the expression of some who have heard these most valuable and instructive papers.

#### GENERAL DISCUSSION

**RABBI GOLDENSON of Albany.**—First of all I want to say that I was very happy to notice the strong emphasis of all the speakers — I think most of them who were medical men — upon the ethical and religious phase of the question. After all it is a question of ethics; you might say every question that has to do with regulating human society, every different standpoint, is a matter for ethics and in the larger sense for religion. Furthermore, one underlying question seems to have run through all the papers based, I doubt not, upon a doubt in the minds of many as to whether the matter of sex hygiene should be dealt with through ignorance or through knowledge, whether we can solve the question, whether we can settle it and help it by having no knowledge whatever of it, or whether by having as much and as complete knowledge as possible. As Dr. Hill suggested, wouldn't it be better after all if we hadn't looked upon the question at all? That is one thing to which I wish to address myself for a few minutes.

I contend it is absolutely impossible to have any ignorance of the matter for two reasons. The first is that the problem of sex hygiene is based upon an actual fact in the human life. It is based upon one of two leading, compelling instincts of man. Now, it is impossible to have any ignorance of a subject which is rooted in the very nature of man himself. It is an instinct of every human being to want to reproduce, just as much as it is an instinct to want to satisfy his hunger with food, the instinct of search for food. These are two of the most controlling instincts of the human race — the biological race, if you please. That being so, man cannot be ignorant even if he wished. He always has some kind of knowledge of the subject and the question is this, not whether we can be ignorant of it on the one hand, but whether we shall have correct or incorrect knowledge. That is the first question. Secondly, we cannot be ignorant of this matter because of its vital



effects. Who is there that hasn't felt certain of certain results, certain consequences of sex living? That feeling must have gone through his mental consciousness and must have deposited some kind of knowledge, so here again, I contend it is absolutely impossible to have an ignorant attitude toward this problem. It would be a remarkable thing for any human being to pass through life without knowing anything about the sex problem. So I say — I speak as a man of religion — the first important matter that we have to decide upon is that all have some kind of knowledge of this question. Having some kind of knowledge, shall we have correct knowledge, by which I mean knowledge that leads to favorable consequences, or shall we have incorrect knowledge, by which I mean knowledge that leads to disastrous consequences? As a man who teaches ethics, I believe all knowledge that tends towards favorable consequences to bring about results that are good, is knowledge that should be had by every human being, and the resultant problem is only how we shall get this knowledge, not whether we shall have knowledge upon the subject at all.

THE CHAIRMAN.—Is there anybody who wishes to ask questions of the speakers of to-day? I know they will be glad to answer any questions that may have occurred to you and I think this is a very good time to avail ourselves of the wisdom of the speakers here, so if any of you will ask some questions, I will assign one or more to answer them. It isn't often that we have such a galaxy of stars on the platform.

It is not always possible to take both horns of the dilemma, but it seems to me that it is entirely consistent to do so in this instance. Proposal is made that education shall be given to children of high school attainments, who have demonstrated that they have the power to correlate things properly. If that is done, probably less than 40 per cent. would receive such instruction, for something like 60 per cent. never come to the high school. It would seem to me that this low proportion of 25 per cent., more or less, might consistently be instructed and depended upon to pass along the word in order that such meager instruction as is given in the homes to that large percentage who do not receive it in the schools or under direct instruction might be of such character that it would materially aid the general life of all the people.



DR. WILE.—I want to make it a little stronger. I want to change the figures. It is more than 60 per cent. who fail to reach the high school. It is 90 per cent. so we will stare that problem directly in the face. I grant it is perfectly true that if we are to leave education in sex matters until we come to the high school that 90 per cent. will not get it, providing we are depending upon the public education department to give it, but the home is the first and fundamental and basic place for such instruction. The period for this instruction is not delegated to this period or some other period, it is perfectly proper from infancy to senility. The ordinary child, being taught in the home habits of cleanliness is receiving something which would be brought out as relating to sex instruction. The public school system should take hold of the parents of the children in the elementary school, as was suggested I believe in my own paper, when they first enter schools and under capable teachers, giving guidance and direction to the parents so they may carry on the plan of the school in the general moral, ethical and sex education, if you wish to use that term.

It is a fact that confronts us. Our children are getting just the sort of misinformation that has been suggested by Rabbi Goldenson and others. The woods are full of it; you cannot stop the children reading the newspaper; you cannot control the child's environment; you cannot teach the reading of the Bible, you gentlemen of the church, and even the Ten Commandments with intelligence to children unless there is sex knowledge and information and understanding, if you expect them to understand the Ten Commandments. We have failed to recognize its true proportion. We have segregated and magnified it and a great number of our children in our public schools, the 60 per cent. who never go above the sixth grade and the 90 per cent. never getting above the ninth grade, are simply drifting along with the current. You wouldn't put children on the sea in an open boat without oars. You would point out, here is a shoal, reef, or an eddy; but if you will steer your boat so and so, you will get along all right. You will give them no chance to be wrecked, yet as parents, as ministers, as educators, as doctors, as nurses, we are sending our children out into life, out into an open sea without warning of breakers, without warning of correct

courses, without even a direction as to how to steer the boat and are expecting them to get into manhood, the haven to which we are directing them without a single warrant that they are going to get there safely. That is manifestly unfair to childhood, and the first function of the public education system is to cooperate with the home. The school cannot reform children. They are there only five hours, and nineteen hours in another environment; but if you can get the home to work in connection with the school so that the two working together will control not five hours, but twenty-four hours, by precept and example, you will have multiplied by five times the efficiency of your education, and the first function is to bring together the parents of the children and the teachers in a complete understanding of what the entire problem is, but let us make haste slowly. We are not going to change the habits of the world; we are not even going to convert all the parents; we are going to take many years. We have just put the first nucleus to which other molecules are attached, and after a while you will really have something that will be worthy of being placed in an educational museum.

MRS. J. T. D. BLACKBURN of Albany.—I would like to ask if it isn't possible in one hour or one-half hour, or the five hours, under proper guidance, to give the subject to the child in a proper way, that is, from the standpoint of child psychology, more of good thought on these lines and on the line of education than that child may get from a nineteen hour environment with people who are not at all prepared to approach the child through the proper channels? I am particularly interested in this subject with regard to the teaching of children as to the time. I must say the time hasn't appealed to me as much as the preparation of those who undertake to teach the subject. I want to ask what can we do immediately along these lines in Albany. I am taking advantage of Dr. Shaw's thought that we do not every day get this galaxy of stars and I want to ask what I can immediately do, because I believe that it must be through a system of education of the teacher, who calls herself a teacher, and education of the parent in the home, because I do not believe the unintelligent parent to be a real cooperative parent. I believe every parent has good intentions, but some lack the education.

DR. WILE.—I believe it is fundamentally wrong to single out this subject; I believe it is fundamentally wrong to center attention upon this subject, as a subject. I think it is making it abnormal; it is taking it out from the entire phase of life to which we say it belongs. We say that all life is prompted by a sex question, impulse, motive. If that be true why should we not in the ordinary normal course of human events draw out from things the facts, the ideals that are in them? Why shall we say, now the class in sex hygiene will meet? Let's imagine a teacher. At the present time in the public school system, I wouldn't trust my children one hour with any teacher I know of in the public school elementary system. There is just as much danger in mispresenting a subject as there is in no attempt to present it. I have said that the first thing is not to stimulate sex self-consciousness; if you immediately direct attention to a thing, you are immediately developing a self-consciousness. In the second place, you must give your instruction in such a way as to have it perfectly frank, aboveboard; nothing must be left to the imagination, because the danger in sex is the imagination. It isn't what they know, but what they don't know. Let us imagine a teacher. Let us fancy I am a teacher and you are my class. Let us say I have only forty of you. Now there are one or two alternatives; either I may teach you as a group, or I may teach you as individuals. It is manifestly impossible for me to take an hour off with each one of you to go over the same thing, because then I have directed your attention to one particular phase of existence and I must know all about you in order not to give you more than you are prepared for or less than you need. Now as a group, let us say, I have French, German, Italian, Russian, white and black, boys of ten and girls of 12, boys of 14, girls of 14, some from highly ethical homes and others from homes where the ethical standard is very low. Who is going to teach that group so as to fit it to forty different characters? I wouldn't want to do it. I have addressed groups of boys, 100, 200, 300, 400 at a time and I have found in churches they would say, we want you to talk to our boys' clubs, and they expect someone to talk to eight year old and eighteen year old children at the same time, and that is impossible; and it is impossible for the teacher in the school to be able to handle all those

types of minds, if you isolate the subject, but if in your ordinary instruction, let us consider what can be done. If the teacher teaches life as real life, as functional life, as pertaining to the sexes, without saying she is teaching sex hygiene, no one knows anything about it. Someone says, I wouldn't have sex hygiene in our schools for a great deal. Do you know they have been teaching it for five years? Answer: I do not. It is being taught every day in the year. I haven't the slightest doubt but that in your Albany schools the broad foundation for sex hygiene and sex instruction is being given and no one is alarmed, simply because it isn't put under a magnifying glass. Those who study music, who are fond of opera, cannot understand the opera without knowledge of sex. You cannot study art or culture or literature without having the contact of mind with the words which are the signs of ideas and if the teacher doesn't give the interpretation of the words — and the intelligent child wants to know — the educational value is always ended. The only question is whether we shall be consciously omitting education; whether we shall consciously lose an opportunity to present things in a clear way. There is no reason at all in the high school where sex information has been going on for a period of years, where you are talking with dozens who have higher motives behind them, but you can take boys and girls at 15 and 16 years of age and give them the best you can and you needn't be afraid to talk to them. Shall the biologist teach; shall a doctor teach; shall a nurse teach? Who shall teach? I would much rather have the teacher of Latin and mathematics, if she be a human individual and have a knowledge of individual children with that knowledge of facts, than the biologist or the doctor or unsympathetic nurse. In other words, the individual who is doing the teaching is such an important factor that I am not prepared to say what you can do in Albany.

**FOURTH SESSION****FRIDAY AFTERNOON, MARCH 6, 1914****Held in the Assembly Hall, Ten Eyck, Hotel**

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**GENERAL SUBJECT: RELIEF OF THE POOR IN THEIR HOMES**

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**PRESIDING: REV. J. T. SLATTERY, Vice-President of the Conference.**— The meeting will please come to order.

If there is no business, we will proceed to the order of the program. I take pleasure in turning over the procedure of the afternoon to Miss Breed.

**REPORT OF THE COMMITTEE ON RELIEF OF THE POOR IN THEIR HOMES**

By the Chairman, **MISS MARY I. BREED**

General Secretary, Society for Cooperation of Charities, Albany

**MISS BREED:** The Committee on the Relief of the Poor in Their Homes wishes to present to you the following report:

Although pensions to widows were considered last year by the Committee on the Relief of the Poor in Their Homes, the subject is still so much discussed that the committee wished to make some mention of it this year. A list of questions covering the classes to whom pensions have been granted in other states was sent to the members of the committee asking their opinion on the following points:

1. Have you reason for believing that in your community poor children are separated from good mothers because of poverty only?
2. What treatment do you advocate to ameliorate this evil?
3. Do you advocate help to,
  - a. Widows who keep their children with them?
  - b. Mothers with husbands in prison?
  - c. Mothers with husbands in asylums for the insane?

- d. Mothers with husbands incurably ill, but with contagious disease or malady?
- e. Mothers with no husbands?
- f. Mothers deserted (any time limit to absence of husbands)?

4. How do you think these mothers can be most wisely relieved?

As was natural, the answers were not unanimous. Some believed that children were rarely separated from good mothers for reasons of poverty alone, others that they were often so separated, one saying specifically that a large proportion of children in institutions, and a still larger proportion of those placed out had been taken from good mothers. Mr. Heberd of the State Board of Charities in speaking recently on aid for mothers met this point on institution children by saying that such aid would have little effect on the population of children's institutions. The second point is met by the placing-out departments of Columbia and Schenectady counties, the only placing out agencies in the Capital District which report that for the year ending December 31, 1913, of five widows who had to commit their children, two may be good mothers, and that seven good mothers were kept with their children by relief.

Aid to care for the children when the father is in prison was advocated on the ground that if he is imprisoned for other offenses than those against his own family, it is not just that the family, having no share in these, should be punished by the breaking up of the home, and if he is a non-supporting or abusive husband, the mother, who is certain of some addition to her own earnings, is more willing to complain in court against him and forego the small precarious sum he brings into the home. Some arrangement by which the husband could be put at labor, hard labor, would better place the punishment for his offense, for it would then fall upon the person offending.

Doubt was also expressed as to the advisability of aiding deserted mothers on the ground that even if they take out a warrant for their husbands, such aid is likely to increase desertion, by removing the special motive that keeps a man with his family and at work; that is, the knowledge that he is necessary as a provider

of food and shelter and that without him the family would suffer. In Chicago an amendment to the law has removed deserted wives from the pay roll of the juvenile court. Even so the tide of desertion has not been stemmed and is said to be greater than before the passage of the original bill, which placed deserted wives on the same footing as widows.

The important result of the questionnaire is the general expression of opinion that when families have to be aided at all, the aid should insure for them the necessities of life; that is, enough food and clothing, and decent housing. The question of the cost of such adequate aid has been a stumbling-block to all, private societies raising their money by voluntary contributions, public relieving officers depending upon the yearly city appropriations. Adequate care may be immediately expensive, yet in the long run, is not nearly so expensive as undervitalized citizens with the attendant hospital bills and their inability to support their own children. Certain communities, however, have the courage of their convictions and believe the taxpayers will support them in their efforts to give dependent children a well-nourished childhood. One record recently seen by the chairman shows the family of a widow with her aged mother and her ten children getting from the city three dollars a week cash, five dollars in groceries, one dollar and sixteen cents in milk, a total of nine dollars and sixteen cents besides fuel and clothing.

But even with families that superficially would seem to need entire support, unexpected sources of strength and income are often found, after careful inquiry, within the family circle. In the first place, the mothers can often earn something. It has been found in Chicago and elsewhere that the effect on the family is best when they add what they can to the family income, that even widows should do such work as they are able to do without interfering with their main business, that of rearing their children. Then there are always the relatives, those who are morally as well as legally liable for the care of the family. As the most important of these and surely the most responsible, may we not mention the father of the family? Do we ever in the press of business give aid to the mother, relying upon her story without



consulting the father? When he is with the family, even if ill, he is part of the family situation and it can hardly be understood without his testimony. When he is removed, there are the relatives on both sides who, often through pity or affection or merely a sense of duty, can be led to contribute money or clothing or a little food that they would not miss or even care for the children so that the mother can work. Thus we are forced in self-defense to make careful inquiry, because of what it adds to the income of the dependent family, if not for the good feeling, the spiritual growth that duty fulfilled brings. Real knowledge of a family pays in dollars and cents for the resources it brings to light. Enough could undoubtedly be saved by the cutting off of applicants who could get along without help to insure adequate care for others without any increase in budgets. In Massachusetts the bill to provide aid for mothers with dependent children, which by this wording, includes nearly every type of dependency, expressly states that the overseers of the poor shall make an immediate and careful inquiry into the resources of the family, the existence of relatives able to assist the family and secure for the mother and children all necessary aid which can be secured from relatives, organizations or individuals.

In order to get some idea of what is bringing families to the notice of charities within the Capital District, an attempt was made to get the causes of application just previous to January 1, 1914, in eighty cases; half from a private charity, half from a public relief department. This was not satisfactory because the public department kept no record of the families, which for one reason or another it did not think entitled to relief or whose needs it met by procuring work.

However it is stimulating to find that with both groups, the gift of coal and groceries, or any material relief, while essential at some time, does not meet the deeper permanent needs. Of the public applicants twenty, or one-half the number, were believed to be respectable people, seven were too little known to be characterized, the remaining thirteen had moral defects of a more or less serious nature. They were lazy, pauperized, intemperate, in jail for stealing, nonsupport and perjury. What ought we to do for these thirteen?



Of the private charity group, eighteen could be classed as respectable, but what ought to be done for the others, the eight beggars, the mothers who make miserable homes for their husbands and children, husbands who bring suffering upon their wives and children by unwillingness to work, improvidence, gambling. Moreover, merely because people do their best should we cut them off from whatever addition we can make to their lives? For the poor, but respectable, should we not open as many avenues of training, pleasure and cultivation as possible, by which they can emerge from poverty? People never come to want simply because they have no money. It is because they have no education in childhood to enable them to earn enough so that they can save for sickness, old age or for their widows. It is because they have not the self-control to pass a saloon with their week's pay in their pockets, or possibly because they have been injured in some industrial process that keeps the rest of us comfortable. Something must be done or we, as charity workers, shall be responsible for an increasing number of poor. That there is such an increase, to return again to the questionnaire, is the belief of all the committee, yet in the absence of statistics, some of us hope that the increase is not more than proportional to the population.

The possible reasons for an increase were variously given: undesirable aliens, economic causes; such as, the high cost of living, insecurity of employment, replacement of men by machines and children. The economic remedies suggested, such as, minimum wage laws and industrial insurance can scarcely be discussed here. If we believe these are remedies, we can all work for them by convincing our voting friends that they are necessities. A practical and immediate suggestion is that we each work in our respective sphere, each taking from the other the service he can best render. What can we in this gathering offer to one another?

Some of you give only a certain amount of relief, some take entire charge of certain nationalities, some represent hospital care, others, nursing in the home, others, spiritual guidance and personal service. I can not make the sick man well, but I can perhaps arrange for the care of his family while you cure him.

You may not be able to cure the drink habit, but the clergyman may supply the spirit that conquers it. While we all hope that economic progress will some day make the efforts of most of us unnecessary, that real democracy will make people so sturdy and competent and independent that they will not need us, at present we are all essential. Let us then hasten the day of our dissolution as charity workers by so sharing our knowledge and so combining our forces that one of us will do for the poor families what the other can not do and that these families will be helped to a strength and freedom impossible without the leverage of this common effort.

To recapitulate, all persons in distress need adequate help. When adequate help is material help, we may from the lower motive of making our own budgets go further we must from the higher motive of developing honest family pride and affection, get such help as possible from the members of the family itself. But since material help with any human being is never the only thing needed, we must see that the other needs are met, thus not only that body and soul are kept together, but that both are well-nourished.

THE CHAIRMAN.— There is no discussion, as I understand, on the report of the committee, so we shall proceed at once to the first paper, "The Nonsupporting Husband," by Albert W. Clark, General Welfare Manager of the General Electric Company, Schenectady.

MR. ALBERT W. CLARK.— Madam Chairman: It gives me pleasure to take this opportunity to express to the presiding officer of the afternoon my pleasure in being associated on the same platform, and I speak of this personally with reference to Father Slattery's presence among us.

By the courtesies of the program for the afternoon, I am to speak twenty minutes regarding the nonsupporting husband. Were I a woman and had a husband who did not support me, I think twenty minutes would be about as long as I would live with him. I hope there are no examples either of the nonsupporting husband or unsupported wife here in my presence.

Very briefly, I wish to speak concerning the nonsupporting husband, the causes of his desertion, the results of his desertion, the remedies for his desertion, and briefly, a paragraph summarizing the previous items. As a part of this paper I submit for the personal examination of those who have special interest a bibliography, of which I have extra copies, which may be obtained by those who should desire to take them away.

### THE NONSUPPORTING HUSBAND

ALBERT W. CLARK

General Welfare Manager, General Electric Company, Schenectady

The nonsupporting husband is a despicable character. He is one who having assumed obligations denies responsibility for their fulfillment. He is one who having placed others in a position of dependence upon him leaves them to provide for themselves. He is one who enters into the most intimate of all relationships, and then casts the object of his affection upon the street. He is an unlovely soul upon whom can be bestowed but little sympathy and for whom should be expressed but little compassion.

Two obligations in life are most commending, namely, the marital and the parental. Upon those who assume these obligations, and they are the normal circumstance of every complete life, rests the permanency of the social order.

Since the subject assigned me is that of the husband who fails to provide support for his family rather than the wife or mother who fails to receive support, I shall endeavor to limit myself to that part of the whole question of desertion and nonsupport which concerns the failure of a man to provide. The number of men who abandon their families under these conditions is alarming and is generally believed to be increasing. May we not ask ourselves whether the causes of this constantly growing evil are to be found in a weakening of personal character or in economic situations which are a part of modern social life?

The importance of the question that we are considering is seen in the statement of Miss Brandt that "twenty-five per cent. of all

children committed to our institutions are children who are the victims of nonsupport."

Similar in its value is the statement of Zilpha D. Smith "About one in ten of the new families brought to our notice is that of the deserted wife." The abandoned mother and her children represent about ten per cent. of the problem with which charity organization societies have to deal.

Who is the deserting husband? May I answer this question by reading from Miss Brandt's admirable study on family desertion? "The typical deserter is not a figure to excite admiration, nor even much interest. He is young, able-bodied, more or less dissipated, capable of earning good wages, but rarely in a mood for making the exertion, and, above all, he is lacking in the quality which makes an obligation to others outweigh considerations of personal comfort or preference. This combination of characteristics makes him susceptible to attractions of various sorts; it incapacitates him for dealing in a philosophic spirit with the elements of discord which exist in every household; and it prevents him from resisting with even an average will the restlessness that is apt to call every one at times away from the ordinary prose of life. He may be, withal, though he is not always, of a personal attractiveness that makes him a coveted comrade and gives him an advantage with women."

The question of family desertion is not a matter of race. The evil appears among men of all nationalities. It exists in many forms. Desertions may be single and permanent in their character, or they may be recurrent and temporary. It is interesting to observe that, in a total of 187 cases of desertion studied by Miss Smith, 107 deserted their families once, 34 deserted their families twice, 9 deserted their families three times.

Since the majority of all deserted wives have young children upon whom fall most of the consequences, unsparing condemnation should be visited upon the father who has gone away.

Difficult as it is to understand, it is of common occurrence as shown in forty-four of the above one hundred and eighty-seven cases referred to that abandonment of the family occurred at the time of childbirth, a time in the family life, when, if ever, the fidelity and the support of the husband and father is needed.

## CAUSES OF DESERTION

Miss Brandt states that it is easier to make explanations than it is to state causes of desertion. "To fix on the causes of desertion would require a full knowledge of all members of the immediate family, including the physical, mental and moral inheritance of both man and woman and their bringing up, a thorough acquaintance with industrial conditions, and with the social standards of the national and economic group to which the family belongs, and an unprejudiced and discriminating mind to draw conclusions. The difficulty of securing this combination reconciles us to accepting "explanations relatively superficial though they are in place of attempting to assign causes."

When all has been said in extenuation of the offense, I believe that fundamentally the causes of desertion are found in weakness of character, that men who desert and abandon their families do so because they are self-indulgent. They do so because they are thoroughly selfish in their own individual life. They do so, I regret to say, because I have to believe that many marry for marital pleasure rather than for the fulfillment of social and family obligations. In a study of English conditions by J. R. Motion, it is said that "The main causes of desertion are drunkenness, licentiousness, selfishness, and want of control." Mr. Motion shows the extent to which early marriages result in abandoned families. In a total number of four hundred cases, 106 or 26.5 per cent. both husband and wife were under twenty-one years of age, 107 or 27 per cent. showed the wife to be under twenty-one years of age.

In a great many cases marriages which are arranged following childbirth result in later abandonment. The English records show that 40 per cent. of all deserted children are of slum birth or pauper parentage, a statement which may well make us hesitate and wonder if modern civilization is fully realizing itself.

Main causes of desertion as shown by Miss Smith's study.

*One hundred and six cases where husband was at fault:*

79 desertions due to intemperance.

26 desertions due to licentiousness.

18 desertions due to other moral defects.

16 desertions due to disregard of family ties.

10 desertions due to roving disposition.

*Causes of desertion as stated by Miss Brandt:*

17 desertions due to general worthlessness.

31 desertions due to intemperance.

78 desertions due to infidelity.

16 desertions due to gambling.

12 desertions due to criminal offenses.

13 desertions due to loose family ties.

Total number of cases, 245.

Many other causes appear such as mental incapacity, physical disability, tubercular infection, degeneration, use of drugs, lack of employment, and vicious lodgers.

#### RESULTS OF DESERTION

So far as the results of desertion in the life of the man are concerned, from every moral point, they are disastrous. The abandonment of one's family and the shifting of such responsibility must produce in the man a condition of mind anything but hopeful. If as a permanent deserter he remains hidden from his family at any distance, irregular intercourse of unrecognized family life with some other woman naturally follows.

The results of desertion left behind appear in the fact that the wife and mother is forced to become the wage earner, whether or not she is the recipient of public aid. She is left largely to her own initiative or receives the family assistance of various philanthropies.

From the nature of the case little can be said regarding the future life of the man who leaves for parts unknown. In a total number of five hundred and seventy-four cases under observation, the future of three hundred and ten men was not known. Only thirty-five returned home, only sixty-nine remained in the same city, and but seventy-eight remained nearby.

#### REMEDIES FOR DESERTION

When one seeks the remedy for the evil of desertion, two aspects of the matter appear. One concerns the legal apprehen-

sion and punishment of the man for a social offense; the other concerns the situation of the abandoned family as a unit in the social order. So far as the deserter himself is concerned, I believe that hard labor of compulsory character, should follow his apprehension and commitment to whatsoever institution he may find his way. I believe that compensation for such labor be paid, the wage earned therefrom being provided for the use of his family; that the collection of such wages be made through public channels; that the labor colony idea should be put into practice. I believe that commitment to such a labor colony should be upon an indeterminate basis; that legislation looking to the establishment of such labor colonies is desirable.

The hopeful aspect of the evil appears in the growing legal recognition of the offense. Desertion followed by the support of the family on the part of the father living away from them is an offense against the family. Desertion followed by nonsupport is an offense against the state. It is obvious that the purpose of all laws is to enforce support of those who have been abandoned and thereby to diminish the public expense in caring for the victims of nonsupport.

As shown by W. H. Baldwin in his admirable study entitled "Family Desertion and Nonsupport Laws," now revised to 1912, the legal record is as follows:

1905 — Desertion a misdemeanor in forty states.

Desertion a felony in four states.

Desertion a quasi-criminal offense in one state.

1910 — Desertion a misdemeanor in thirty-six states.

Desertion a felony in thirteen states.

Mr. Baldwin states that the tendency of all legislation is to make desertion a felony, in order to make possible the extradition of a deserter. There is a corresponding tendency to make legal penalties more severe. The present movement looking to the establishment of special courts of domestic relations is admirable and should be extended. The separation of domestic difficulties from courts of criminal procedure is necessary and desirable. To make such special courts effective, they must have an adequate probation service with officers of proper social training



if the end desired is to be brought about, namely, the restoration of the family. Release from such courts upon probation under bonds for good behavior is perhaps the most hopeful treatment for the majority of these cases.

Closely associated with this procedure is the method of holding parents responsible in juvenile court action for the behavior of their children. Since at the present time recognition of responsibility in so many cases is lightly regarded, greater emphasis may well be placed upon observance of social obligations.

In view of the circumstances we have described we may well ask ourselves what can be done in the case of the deserter and his family. Attempts at reconciliation of one kind or another may be made by disinterested social workers. Attempts may be made to provide the deserted wife or mother with means to effect her own self-support. Attempts may be made to secure support from the offending husband, the wife living apart by herself. Attempts may be made to break up the family, the children being committed to various institutions as public charges. Steps may be taken to bring about legal separation in case reconciliation is impossible.

The new method of keeping a woman and her children together in the home with assistance, which in part corresponds to the expense of maintenance in public institutions, should be extended. Right-minded men and women believe that relief accomplishes more in the home than elsewhere, though such relief is not without its dangers. It has been shown in England that many deserting fathers find their way into model lodgings.

It has appeared here that when the assurance of support has been given to deserted women and children, it has been easier for some men to go away. We may well hesitate in the establishment of any pension providing for the permanent support of deserted mothers and their children.

#### SUMMARY

Admitting, as I believe we must, that desertion cannot be stopped by law, we must resort to the reclamation service. The social reclamation of the deserter and his family involves a long



educational struggle raising the average standard of character among people in every walk in life.

Recognizing the fact that the evil of desertion is increasing and that the main cause of desertion is moral weakness, we need to regard the treatment of the deserter as of serious importance. Society has an economic situation to be considered which in my mind is of less importance than the moral interest involved. Efforts must needs be made leading to the education of public opinion in relation to the question of the offense and the remedy. Efforts which may be made must be ameliorative as far as the deserted wife and her children are concerned, corrective as far as the offending husband is concerned, preventive as far as the family, as a unit, is concerned, and constructive for the permanent good of the social order.

THE CHAIRMAN.—Mr. Clark has presented to you very adequately the delicacy and the size of this problem. We are now to hear from an expert, who, through various ways has made a specialty of curing the nonsupporting husband. The discussion will be opened by Mr. Nathaniel J. Walker of the Mohawk and Hudson River Humane Society.

MR. NATHANIEL J. WALKER.—When Miss Breed invited me to open this discussion, she gave me five minutes. When President Hebbard wrote me he gave me ten, and the program has given me twenty. However, I am going to compromise and talk about ten. I fear that Miss Breed gives me a bad start. While I have had a good deal to do with nonsupporting husbands, I fear I would never be able to qualify as an expert. I am frank to say there is a lot about nonsupporting husbands I know nothing about.

Mr. Clark in his interesting and to me very helpful paper deals largely with the nonsupporting husband who has deserted his family outright and he has expressed my view of this type of nonsupporting husband so much better than I could, that I have decided to take the few minutes allotted to me to discuss the nonsupporting husband who does not desert his family but who fails to a greater or less degree to provide proper support. We have several hundred of these men to deal with every year.

The public generally has no conception of the evils that follow in the train of the nonsupporting husband. The poverty, suffering, squalor and crime for which these men are directly responsible is known only to those who are combating and endeavoring to alleviate this and like evils.

Generally speaking, the nonsupporting husband may be divided into three classes. First, the type that abandons his wife and children entirely. Second, the drunken and lazy type that not only fails to provide but hangs around and expects to be provided for. This fellow will occasionally work for a few days at a time but his family receives little or no benefit as very little or none of the money is turned into the home. The third type is the fellow that holds back from one-third to one-half of his wages each week usually for the purpose of having what he considers a good time on Saturday night. The good time may be only drinking in the neighboring saloon or it may be drinking, gambling and immorality. As far as the future of the children is concerned the first type that decamps would seem to be the lesser evil as complete abandonment is usually followed by some action which will result in the children receiving at least fair oversight and supervision, while in the case of the other two, the conditions are likely to continue for years as unfortunately many women seem willing to let things drift as long as in some way the home can be kept together. These are the homes that are responsible for many of the children, charged with delinquency, brought into our children's courts. The failure of the father to provide means a hard struggle on the part of the mother to keep the home together and the children out of the orphan asylum, and she goes to work either regularly or part of the time and the children are left to shift for themselves. This means that most of their time is spent on the streets and then follow in rapid succession the picking of refuse, begging, petty pilfering and if they are in the vicinity of the railroad yards, and they usually are, they start in picking coal from the tracks. Soon the supply on the ground is not sufficient and then the coal is taken from the cars and it is not long before the opportunity arises to steal something more valuable from a box car and our victim of a nonsupporting husband and father is well on the road to a life of idleness and crime. I am sure that every

worker here will agree with me that this tragedy is being enacted lay in and day out when in all human probability, if the mother had not been compelled to become the bread winner, because of the father's neglect, and had been allowed to remain in the home and given the children ordinary oversight and supervision, the children would never have found their way into the children's court.

Now what can we do more than we are doing to impress upon these men the duty they owe their wives and children? Encouragement, persuasion, reasoning, securing work for which the man is adapted, the straightening out of domestic difficulties which is at the bottom of many of these cases, and other enlightened methods adopted by the court, probation officer, department of charities, humane officer and others interested in correcting these conditions, which in a large number of cases bring the nonsupporting husband to his senses. But in every city, notwithstanding all that may be done along these lines, there are a number of these men who must be made to feel the strong arm of the law to induce them to provide. And in this connection, and in contradiction to opinions which I have heard expressed, I have known many men who, after serving a sentence in jail, could not be induced by mild measures to provide, to straighten out and go to work and contribute toward the support of the family.

During the last three or four years my activities in following up the nonsupporting husband have been confined largely to the cities of Troy and Watervliet and I would like particularly to call attention to the conditions in the former city at the present time and to a plan which, in my judgment, would help us in our efforts to reduce the number of nonsupporting husbands. The vigorous policy adopted by Judge Byron in dealing with the nonsupporting husband has brought about a condition which permits us to adjust many of these cases without going into court at all. His Honor is always ready to give a man a chance to make good but if he will not accept the chance six months in jail follows. It has always been our policy to induce these men to provide for their children without taking the cases into court and Judge Byron's well-known antipathy for the men who will not support their families has enabled us to adjust a large number of these cases

in our office. This plan saves the man's self-respect, the wife's feelings, avoids publicity, fear of which is responsible for many women putting up with nonsupporting husbands, and in case further action is needed I find that the wife will not hesitate to come to our office when she would hesitate to go to court. I find that many of these women take the greatest pride in being able to say that they have never been to court. They seem to think that it makes very little difference whether one goes into court as a complainant or as a defendant.

However, a number of these cases must be taken into court and a comparatively few must be sent to jail and it is in regard to the comparatively few that I would particularly speak. Our jail in Rensselaer county is a rather comfortable sort of a boarding house. Good beds, steam heat, plenty of wholesome food and nothing to do, as a rule, but play cards and swap stories with the other inmates, make a rather attractive place to rest up. Our system works all right up to the time we have to send our man to jail and then, in my judgment, it falls down completely. Take for instance the case of A. B., who is now serving a six months sentence. Everything possible was done to induce this man to support his family but without success. He not only would not work himself but he would not even stay at home and care for the children while his wife went to work, although always on hand at meal time. It is in dealing with this sort of a man where we seem to be quite helpless. He perhaps would rather be home and have his wife support him, but I am quite sure that he does not find the jail life particularly irksome. He will serve his six months and come out soft and flabby and totally unfit physically to do hard laborious work which most of these men must do to earn a living. And while he is enjoying these comforts his wife, with the aid of public and private charity, is making a fight under the most discouraging conditions to keep the home together. Now I would not take the steam heat out of the jail, nor would I have the beds less comfortable and I would give the prisoners the best food the county can afford to buy. In short I would have the jail as thoroughly up-to-date and modern as possible, but something must be done to make jail life less attractive to these nonsupporting husbands whose wives are toiling their

lives away in an effort to provide for the little ones. In my opinion these men should be put to work either in a stone quarry or on road work.

In the Rensselaer county jail they have ten looms for weaving blankets and I believe that occasionally some of our nonsupporting husbands are put to work on these looms, but the sheriff tells me that it amounts to very little, but even if they had enough looms to keep every one of these men working nine or ten hours a day this is not the sort of work which I think they should do. What they need is good hard laborious work for the double purpose of hardening them physically and at the same time impress upon them that six months in jail for nonsupport means six months of real work. Rensselaer county is the owner of a good stone quarry, and there are few if any counties in the State that could not acquire such a possession, with comparatively small expense, and if our nonsupporting husbands could be put to work in one of these quarries or at road work it is my judgment, after nearly twenty years' experience with these men, that very few of them would have to be sent to jail for a second term. In the first place they would come out of jail fit to go to work, and in the second place most of them would reason that if they are to work for the county for nothing they might as well work for their wives and children. Not only would such a plan be helpful in the cases of men who have to be sent to jail, but the mere fact that a six months sentence for nonsupport carried with it six months in the stone quarry or on road work would be a powerful argument when we are reasoning with the men whom we do not find necessary to send to jail.

I am told that this plan could be carried out with very little additional expense, other than the purchase of the necessary equipment. The work performed by these men should be of sufficient value to enable the county to pay a small amount to their wives, and while this would not be the primary motive in putting the men to work, it would mean a great deal to many of these women to get fifty cents a day for the work their husbands do while in jail. I hope that this conference will go on record as approving some plan which will result in giving our sheriffs power to put these nonsupporting husbands to work in a quarry, or on road

work, until such time as the State provides a farm to which they may be sent.

THE CHAIRMAN.—Aren't you all eager to get up and tell your experience with the nonsupporting husband? The meeting is open for discussion of this subject.

#### GENERAL DISCUSSION

MR. WALTER E. KRUESI, Schenectady.—I am very glad that this second paper took up the characteristics of the men who are at some time nonsupporters and deserters, and I agree with him as a result of my experience that in most cases they are most despicable people, more so than those mentioned in Mr. Clark's paper. I do not agree that we should go on record that sheriffs should be given authority for the simple reason that they already have it. All sheriffs have authority to put their men to work. He is required to keep the men safe and keep him from doing as he pleases, and I think it is largely a matter of having sheriffs who have a least bit of ingenuity in discovering ways in which to keep those prisoners, both for their own good and for the good of their families. I agree with him that we are very stupid not to provide for remuneration for the work done by prisoners and for the direct payment of that remuneration to the families of the prisoners. I agree with Mr. Clark that we should have State labor colonies. Further legislation is not necessary, excepting on the budget end of things. The State has provided for a State labor colony, the site is purchased; a little money is on hand; the Commission is ready to go ahead as soon as they get enough money, and I believe this is an admirable thing. We have been at a standstill for more than two years in this matter and we should not stand still. Personally I regard the county jail system — I think the whole county government system is a mistake. Nevertheless, while we have it we can improve county jails and introduce work to all the prisoners of the county jails by exercising ingenuity and in some cases by getting an initial appropriation from the board of supervisors; but it is a matter entirely within local control by the present law. Make the sheriff do it and make the board of supervisors give him some means.

MR. GEORGE McLAUGHLIN of the Prison Commission: Ladies and Gentlemen.—This subject of the working of prisoners is a matter that has received the attention of the State Commission of Prisons, with which I have been connected for a great many years, and has been tried and experimented with in a number of counties, and while it is a very desirable thing and while every effort should be made to have these lazy people that get into jail because they won't support their families, and for other reasons, work and earn something for their keep and for the maintenance of their families, it is a very difficult problem. In Schenectady county a few years ago the county took contracts to build roads, but the eight hour law and the fact that they had to hire so many guards or overseers, resulted in the fact that it cost the county more to make these road improvements with prisoners than it would to build them with free labor. You see, you are up against this proposition. You can work the prisoner only eight hours a day. Now, when you go into the country you have to hire teams; you cannot successfully work without teams; of course the jail has no teams, and you have to pay just as much for eight hours as ten hours, as they are accustomed to work in the country, and that eats into the cost and the thing has been tried out unsuccessfully; that is, unsuccessfully from the taxpayers' point of view and from the supervisors' point of view, because it costs more than they can get. The Commission of Prisons has come to this conclusion that the only feasible method of getting a scheme for working these prisoners is for the State to establish State workhouses, not so many as we have county jails; there are not prisoners enough in the county jails to make it pay. Most are there in the winter when you cannot work in an open stone quarry and in the summer they don't need this help from the county, so the Commission of Prisons has been advocating the taking away, we will say, of the county penitentiaries, or the establishment of six or eight workhouses in different parts of the State where these men who are sentenced to prison for these minor offenses may be assembled in larger numbers and have industries established there and have them work under circumstances that would be remunerative. Of course, perhaps you don't understand that prison labor in this State is very much handicapped. Prisoners cannot make anything



anywhere except things to be used in public institutions and by public officials, and public institutions, and public officials don't like to use the things made by the prisoners and they won't do it unless they are pressed and crowded and compelled to do it by law, so that the whole problem bristles with difficulties and the wisest solution we have been able to make is the one I have suggested which we hope some day the State of New York will get enough money into the treasury to undertake.

DR. HILL of the State Education Department, Albany.— The difficulties in the way of making these people labor do not seem to me to be so serious if we would only go at it and require them to work. Carlyle said that Parliament appropriated four million pounds every year to feed the poor and yet the people were starving. Give me the four million pounds, he says, and let me compel men to work, and hang me if I don't do it, and I will see that everybody has all the meals he wants to eat. I believe that every able-bodied man should be required to work. I believe every person who is incapacitated for work, man, woman or child, should have something to eat and it shouldn't be regarded as a job.

It seems to me that we can provide work for those who really want work and that we ought to make those people work who don't work and if there are obstacles in the way, as has been suggested, we should remove the obstacles and in our prisons and in our jails, the men who are nonsupporting husbands or are not supporting their children should be required to work and support themselves and their families.

MR. N. J. WALKER.— I would like to ask Mr. McLaughlin a question. We have a stone quarry within three-quarters of a mile of our jail. We have usually from ten to twenty of these husbands in our jail. Would it not be feasible to have a carryall take them to the quarry and let them work the eight hours without a special guard, as we find very few of these men would run away, and in the winter couldn't a very ordinary, cheap shed, with enough heat to keep them from suffering, be used and couldn't the plan be worked out at a small expense if the board of supervisors was willing to provide money?

MR. McLAUGHLIN.— I think so. It would be very much better than the present way.



MR. N. J. WALKER.— That is the reason we want the Conference to go on record. We want the board of supervisors to provide work for these men and if this Conference will pass a resolution approving it, it will be of great assistance. I know the judge has a right to order hard labor and the sheriff has a right to put them at hard labor, but he cannot do that until the board of supervisors gives him the money to do it.

MISS CHLOE OWINGS, Poughkeepsie. A man isn't supporting his family, and different organizations are willing to help the children, and it is difficult to make the wife see that it is her business to make her husband support the family, and our problem is to persuade her to go to court and tell the judge about it. In Washington, D. C., the Associated Charities has told me that other people can make the complaint. Someone is going to help those children and the father will go on just the same without working. That is our problem with nine-tenths of our families, that the father is out of work, and being out of work a few weeks he gets the habit of being without work. We don't like this thing, but how are we going to get at it? The wife must make the complaint and we cannot, and if we persuade her after hard work to go to the court and make the complaint the judge will say, if you can produce a warrant of \$200 I will let you go, and if he cannot he goes to jail and what is the use of his going to jail? Last week there were at least six cases of this kind and organizations have come in and said, "Why don't you feed these children?" and we have tried to explain that the community mustn't support the family while the father is loafing around. That is speaking from practical experience in our town. Our problem is to get the wife to go to court, and if I were the wife I wouldn't go to court either, because when the man comes out he will be worse afterward. From our point, it is the economic support. From her point, it is the human relationship and there you are.

A SPEAKER.— Any poor law officer can swear out a warrant and bring the wife to court.

MISS OWINGS.— But there are very few who will.

MR. WALKER.—You can convict without bringing the wife to court at all.

MISS OWINGS.—Some church or organization is going to help her out just enough to live.

MR. KRUESI, Schenectady.—You cannot always convict even though the Department of Charities is willing to make the complaint, because in some cities the judge will not accept the evidence unless it involves testimony from the family.

DR. GIFFEN, Albany.—I have had quite a little experience with reference to these nonsupporting husbands and when I was in New York City it was my privilege to work on the Board visiting all the lodging houses — this is some years ago — from Cooper Union down to the City Hall, and I met somewhere about 17,000 of these men who were housed in these lodging houses night after night, and I found many of them were from different parts and from all the towns in New Jersey and Pennsylvania as well as from New York City, and many of these men had left their families and I suppose they could not be reached by the law. They have the habit of living in lodging houses and have lost all thought of family relationship. Now, I have thought of this subject with reference to the woman who has deserted. There is not sufficient incentive given to the wife to make the appeal against her husband or seek his conviction. If there were sufficient incentive given to the woman, I am sure it would be easy to get her to court, and my thought with reference to solving this problem is this. If it is a family living in Albany and the man will not work — and if he does work he spends his money in drink and does not support his family — then the city should take hold of such a man and give him a position: get him up early in the morning about three o'clock and have him go to work cleaning the streets of Albany, and pay his wife his wages. I think if a woman thought she could get her husband's wages every week, it wouldn't take five minutes to persuade her to go before Judge Brady or some other judge and have her husband set to work in this manner: but she must not escape the punishment of her husband by sending him to

months to the penitentiary and when he gets out, I suppose if he has any revenge in his heart he will leave Albany rather than support his wife.

THE CHAIRMAN.— This discussion will now be closed by Mr. Clark.

MR. ALBERT W. CLARK, Schenectady. Things are moving so fast nowadays that I expect when this Conference reassembles ten years later they will be discussing the proposition of the unsupported husband, which is a result of the modern feminist movement; the women may have the right to vote and may have assumed half the support of her family. That may be.

If I were to have twenty other minutes instead of the two that remain to tell you of the real cases passing under my attention every day and every week, probably what I should say would be more interesting than what I do say.

We have all these types of cases among our many thousands of men. Many of the men I know personally. To some of them I go now and then when they have become sober and say, "Now, John, I want you to give me an order directing that your wages be paid to your wife for a little while; why don't you straighten out and let the wife have this money for a while?" Well, if I get him in the right mood he frequently does sign that order, this nonsupporting husband who lives in the home, and John frequently does it. John may give me that order as part of the welfare interest not only in our workers, but in families, the family situation is conserved. Frequently when men are not accustomed to spend their wages at home, special arrangements of temporary character are made at time of childbirth, so all the money goes to the home where it is most needed. I have no greater satisfaction perhaps in many cases of service which are involved in the daily routine of my life than in being of some slight assistance now and then to the women having children dependent upon them, whose husbands fail to do that at the time which I, as the next friend under the law, the disinterested outside unmarried man, may be permitted to do.

I thank you very much for the attention you have given this topic.

**THE CHAIRMAN.**— We will now pass on to the next division of the program. Mr. Lowery will probably show that there is some connection between the nonsupporting husbands and the unemployed in New York State.

**THE TRANSPORTATION PROBLEM, THE PASSING ON OF THE HOMELESS**

**ARTHUR J. LOWERY**

Former Commissioner of Charities, Utica

**Mr. LOWERY.**— Madam Chairman and Friends: From time immemorial custom has been responsible for many evils of greater or less magnitude.

Because it was custom at the feast of the passover to release to the Jews a prisoner of their choosing, Barabbas the robber was set free and the innocent Christ was crucified. Because it was custom to barter in flesh and blood in the days prior to '61, many a mother was parted from her babe, many a wife sold into bondage and her husband left behind to mourn her who had gone to worse than a living death. Because it is custom, many an unwilling hand seeks the quarter to be dropped into the waiting palm of the Pullman porter who has rendered, perhaps, but indifferent service; and because it is custom, many a shiftless vagabond journeys from city to city at the expense of the taxpayer.

This custom is perpetuated probably for two reasons; first, because the taxpayer thinks it too small a matter to raise objection to, and second, because of ignorance of or indifference to the law on the part of the official who furnishes the transportation.

It may be well at this point to quote section 50 of the Poor Law of this State.

“Any person who shall send, remove or entice to remove, or bring, or cause to be sent, removed or brought, any poor or indigent person, from any city, town or county, to any other city, town or county without legal authority, and there leave such person for the purpose of avoiding the charge of such poor or indigent person upon the city, town or county from which he is so sent, removed or brought, or enticed to remove, shall forfeit fifty dollars, to be recovered by and in the name of the town, city or county to which such poor person shall be sent, brought or removed, or enticed to remove, and shall be guilty of a misdemeanor.”

This law, it would seem, should provide sufficient ground for the poor officer of any community to relegate this pernicious custom to the junk heap of discarded practice, if for no other reason than the saving it would make in his budget.

There are, to my mind, two great reasons why "The Passing on of the Homeless" should be eradicated. First, to place them in an inverse order as to their value, the financial saving to the community involved; second, the moral benefit to the individual seeking assistance.

The financial saving. In 1912, the first year of my service as Commissioner of Charities in Utica, hardly a day passed that our office did not furnish transportation to one or more vagrants to cities east or west of us, these same vagrants having been sent on to us by one or the other of the same towns. As the fares to these cities would average fifty cents or more you can readily see what it would mean in the course of a year. Like the great majority of city poor officers we did this, not with intent to evade the law, but because of ignorance of that law and because it was apparently an established custom among cities to get the undesirable off our own hands and onto the other fellow as quickly as possible. I shall not soon forget the jolt our office force received one morning on opening a letter from the corporation counsel of a city between Utica and Albany. In this letter he called our attention to the fact that a certain man had made affidavit to the effect that the overseer of the poor in Utica had furnished him with transportation to said city and that should the matter occur again we would be held liable under the law. We did not know whether to take the matter seriously or to treat it as the zealous effort of some newly appointed official to make a reputation. Upon looking up the law, however, we concluded our learned friend was in dead earnest. But why this rude shattering of a well-established custom? After talking the matter all over I told our overseer to be dead sure in the future to give no transportation to that particular city, but to pass on the next homeless one either beyond or just this side the town, preferably this side, as we would save the money. The strong habit of custom overriding the law, do you see? In the fall of that year an unfortunate thing for the professional vagrant happened in Utica, the establishing of a branch of the Associated Charities in the

city. Our office was pleased at the chance to coöperate with the new organization, for we felt that a trained worker, such as their secretary proved to be, would possess knowledge along many lines that could not possibly be had by the constantly changing political appointee. Without going into detail, I will say that after some friction at the start and some looking askance at what we considered revolutionary ideas, we were convinced that on this particular question involved we were all wrong, not only from a financial but from a moral point of view. The result was that in the year 1913 not a single vagrant was "passed along" by our office, but a thorough investigation was made in each case and if circumstances warranted the applicant was sent to his home town where he could be provided for by relatives or friends. But you will ask, how did Utica avoid the influx from her neighbors? The answer is very simple. We dug up that old letter from our friend the corporation counsel and also dug up some laws ourselves and notified our neighbors that we had been brought to see the light and should expect them to reciprocate by removing the bushel from their own tallow dips. The desired result was not the accomplishment of one letter I assure you, and one city official to the west of us was particularly recalcitrant. We finally brought him to terms, however, by returning the wanderer to him by the next train and sending him a bill for the transportation, which he deemed it advisable to pay, and after this had occurred two or three times we had no further difficulty. This brings me to my second reason, the moral benefit to the individual.

There are of course many kinds of wanderers and each individual case must be considered from its own viewpoint and handled accordingly. There is the professional wanderer who thinks the world owes him a living and who, being too indolent even to beat his way on the bumpers, seeks the comfort of the plush upholstered train seat which goes along with the transportation furnished by the unthinking overseer and which frequently is accompanied by the price of a meal if the story is sufficiently pathetic. This class may quickly be disposed of by giving them the choice of a commitment to the county poor farm as provided for in section 51 of the Poor Law or shifting for themselves, and as the fare of the poor farm is seldom acceptable to their pampered appetites they get out of town on shanks' mare or via the

bumper express, spreading the news to their friends that the charity officials of your town are "hostile." Then there is the young boy who has wandered away from home and is anxious to return, or possibly the misguided girl who places more confidence in the glib stories of some unprincipled fellow than she does in the words of counsel of her parents. Perhaps one or two cases that have come under my notice may illustrate the benefit to the individual of a refusal to "pass along" and the eventual reuniting of separated families. I may here call attention to the benefit we derived from coöperation with the Associated Charities, who not only have a telegraph code which minimizes the expense of speedy communication but who work together in the different communities where they are established as no city official in widely separated towns could do. When we had a case which required investigation and the confirmation of the story told, by communication with a distant city, we invariably availed ourselves of the services of the Associated Charities. One morning a boy of fifteen from Pittsfield, Mass., came into the office. He was as fat as a prize agricultural exhibit and the tears were streaming down his face in quantities that would transform the Sahara into a blooming oasis. He faltered out his request for transportation east. We questioned him and found he came from Pittsfield; through the Associated Charities we confirmed his story and he was sent home rejoicing. What would have happened if we had simply "passed him along?" He would have wandered from town to town, afraid to communicate with or return to his parents and would in all probability have eventually become one more of the band of aimless, homeless wanderers. Another was a case of a young couple also trying to get transportation to some town on their way east. They claimed to have been employed for some time at an institution in Rome, which we confirmed, but the balance of their story did not sound plausible. The girl was ill and we concluded it was unsafe for her to travel, so quartered them in a moderate priced hotel and sent the district physician to care for her. Her companion, who claimed to be her husband, came daily to the office importuning us to pass them along but we refused as a matter of principle unless they would give information which could be verified as to their home and the ability of their relatives to care for them. The fellow



refused to give any reliable information but the very able young woman who is secretary of the Associated Charities finally induced the girl to admit that she was not married and that her home was in New Jersey. Her family was communicated with and after having been in Utica five days and recovered from her indisposition, her brother came for her and took her home to her family, defraying the transportation. Thus the girl, who was only nineteen, was reclaimed and the fellow disappeared. Better than "passing along" don't you think?

Another case was that of a woman of forty who was unquestionably mentally deranged. This woman had wandered from her home in Medina. What was the moral duty, if not the legal duty, of the officials who had her passed along? Surely not to trust to the truth of the rambling tale emanating from her disordered mind, and trust to luck that she would eventually reach home, but to dissect the probable from the improbable in her tale, communicate with her family or friends and see that she ceased from wandering and returned to her legal residence. These are but three of many cases, and in most instances, although there is an initial expense in making the investigation, it, as well as the transportation, is almost invariably refunded by the overjoyed relatives who thus gain information of the missing ones. It makes no difference from what angle you may look at the question, the value to the individual is bound to be uppermost. The undeserving applicant would be compelled to work and earn his transportation, and thus perforce would be made more of a self-supporting, self-respecting member of the community at large. The deserving applicants would be returned directly to their homes and spared the humiliation of many repetitions of their painful story and to oftentimes unbelieving or unsympathizing officials, and thus be enabled to retain their self respect; and those who have made perhaps a first mistaken step would be given the opportunity to return to the care of those who should help them.

How can we control the evil of "passing along?" First, by rigid enforcement of the law and coöperation between cities. In Utica we secured coöperation in most instances by informing our neighbors of our attitude and asking them in the spirit of fair play to reciprocate. Where they showed no disposition to comply



we forced them to do so by the means before mentioned in this paper. If some organization interested in this question would address a series of letters to the chief executive of the various cities in the State asking them to hold a conference of overseers of the poor in some centrally located city for the purpose of discussion of this difficult problem in the hope that some method of procedure in these cases could be agreed upon by all, it would be a big step in the right direction, as the larger cities would then be interested and the smaller ones would soon fall in line. It would be interesting, at the proposed convention, to discuss the legal right of overseers to sign the transportation code of the Russell Sage Foundation in order to secure in the future the uniform action of officials in this matter. The question of saving money should be made a feature of this discussion, as that is one thing that appeals to the mayor of any municipality, particularly if he desires a renomination, and an economical administration is one of the strong arguments for election purposes.

Second.—By publicity. Secure the coöperation of your city officials if you can, and if they work along proper lines, induce your newspapers to commend them, they like it. If they will not coöperate get your newspapers to criticize them, they *don't* like that. If the party paper will not do it the opposition will and all city records are public records. I hardly think the latter course will be necessary, for as I have said, if properly handled, the cutting out of the custom of "Passing on of the Homeless" will materially reduce the expenditures of any charity department, making its proportion of the general budget smaller and by so much reducing the demand on the taxpayer. All you have to do is to convince the head of your administration on that point and his coöperation is secured.

There is one other suggestion I would like to make and that is that there should be a clearing house for the use of the entire State on the matter of "passing along." In my home city we have found the value of the clearing house in the way of the Associated Charities acting in that respect. All private and public institutions report every application for aid through the central bureau, and if this question could be reported to a central bureau in some city centrally located, giving the facts and the description of the

people making the application, particularly the undeserving ones, I think it would go a long way toward at least controlling this question.

**THE CHAIRMAN.**—The discussion will be opened by Rev. Dr. Charles C. Harriman, rector of St. Peter's Protestant Episcopal Church.

**REV. C. C. HARRIMAN, D. D., Albany.**—We are indebted to Mr. Lowery for a very interesting, instructive and humorous paper. He has called to our attention an immemorably bad custom as resulting from the unintelligent and unscientific method of dealing with the problem under discussion. He has cited certain definite cases of homeless individuals asking assistance and he has shown us not only the advisability but the necessity of careful personal investigation of those cases along expert lines and he has also further called our attention to the considerable item of expense involved in passing on the homeless. Fifty cents a day I think it was at Utica; \$100 for Albany last year. He proposes to remedy the existing conditions in three ways; first, by the enforcement, the strict enforcement of the existing law in the State; second, by publicity, by making known the expense of such an undertaking under present conditions; and third, by a general educational campaign.

I am in hearty accord with his sentiments. One thing I can say from my brief study of the question, he has clearly not overstated the case.

In the report of the Prison Association for 1913, Dr. O. F. Lewis, whose name is familiar to you all, states that 43 per cent. of the commitments to all penal institutions in the United States, according to the census of 1904, were due to drunkenness and vagrancy. Drunkenness came first and vagrancy proved a close second. He says with reference to the tramp, we have shown too much sympathy. He deserves but little consideration, the man that wanders from field to field in hope of securing fodder for the production of which he has done nothing. He is a type of man which corrupts youth, disseminates disease, perpetuates crime, and does more evil than any other individual of any type of society. But you say, the homeless are not all tramps; they are not all professional parasites filled with the wanderlust.

Certainly not. From my experience they fall into three classes: First, the temporarily embarrassed or unfortunate individual out of work hoping by change of location to better himself or reestablish himself. Second, the incompetent who hopes by moving on to get greater reward for his feeble effort or hopes perhaps somewhere to find a place where he can get something for nothing; and third, there is this professional wanderer or tramp of whom I have spoken.

Now, my fundamental proposition is that the individual, however conscious he may be, though he be a clergyman who naturally has a vital concern in an unfortunate, is not able to solve this problem satisfactorily when it arises. In that delightful book, "The Good Neighbor," by Miss Richmond, she states there are three steps in giving. The first is the giving of money or its equivalent. The second is the providing more ennobling circumstances, and the third is the assurance of the establishment of character. Now, unless the man in answer to the application of the homeless who desires to be passed on can fulfill those three conditions of giving he is not performing his conscientious duty in dealing with the problem and he is doing the individual making the request a positive injury. I say nine times out of ten he is unable to deal with the situation. There is one case that came to me on New Year's eve. My assistant said he had met a poor fellow whose wife was ill in New York and he had promised to assist him. The office of the Associated Charities was closed. I said to him, "How do you propose to provide for that carfare?" and he said, "If the church hasn't enough money I will pay it out of my own pocket." "Have you investigated the case?" "Yes." "How so?" "The man has shown me a telegram from his wife." Well, I was a little amused. Fortunately the man came in himself at that time and I said, "I understand from my assistant that you want to go to New York; your wife is sick." He showed me his telegram. It seemed a bona fide telegram, saying, "I am very ill; cannot come to Albany; you come to New York." "What are the circumstances?" He said, "I am a singer in good standing; I have come from Buffalo, and I am a bit short. I had expected to meet my wife in Albany and spend New Year's Day here together. She would have had money with

her." I said, "If she has money she can telegraph it to you." "The telegraph operator says I cannot receive the money before Friday morning on account of the New Year's rush." I told him there were many cases similar to his. I had been deceived a great many times and I would like to verify his statement in some way. "Why," he said, "there is my wife in New York." "Well, I don't know how I can reach her." "You can telephone." "I will do that." He hesitated and gave me the number on the Columbus exchange and said, "Don't ask for Mrs. TeRoullie. She goes by the name of Fish." He said it was impossible for Americans to pronounce the name "TeRoullie." My feeling was that if she was very ill that she wouldn't be able to come to that phone. I asked for Mrs. Fish and pretty soon Mrs. Fish came to the phone, and I said, "Is this Mrs. Fish?" "Yes, who is this?" "Your husband wants to know if you are better. Apparently you are a great deal better." I said, "This is a friend of your husband. He will be in New York to-morrow and you may expect him by the morning boat." I turned around and said, "I appreciate your anxiety, but your wife is evidently much better. I am going to ask you to go down on the boat and not on the train, and I think it will do you a deal of good to stay up all night." He appeared very much insulted and said he wasn't a beggar and if he were in Paris he would be taken care of all right. He never saw such a country as this. I said, "Now, Mr. TeRoullie, you are at liberty to go to any other clergyman in the city of Albany." He said, "I want to spend the evening in Albany; I want to see the Christmas Tree; I understand they are going to have music." He went to New York, however, on the boat and he has never sent the money back and I don't expect to get it. I believe the charity association could have handled it better. I am inclined to think most of us are like the good woman at the farmhouse who was appealed to by the passing wanderer. She looked at him—she was a very pious woman. "Have you tried very hard to get work?" She looked quite sternly with a New England scrutinizing glance. "Oh! indeed, ma'am, I have." "Have you prayed?" "Prayed, ma'am; look at the knees of my trousers if you don't believe me." She looked and saw apparent evidence of the truth of his state-

ment and she gave him the desired meal. As he started to go, she noticed a very similar condition to his trousers in the back. "I see you sometimes say your prayers sitting down." "Oh! no, ma'am, but I am occasionally a backslider." I think we have dealt too courteously with the backslider and too unintelligently with the passing request and appeal made upon our sympathies. I don't know what the ultimate solution is. I am not quite sure Mr. Lowery has it. I am not quite sure it is in the farm colony as proposed or in the National Vagrancy Committee which Mr. Lewis suggests, or in the workhouse in Belgium and Germany. I am sure of one thing and that is the average individual is incapable of dealing with this problem satisfactorily and that wherever there is an associated charities organization, it is of benefit to the individual appealing that the request should be referred to those who are experts. In my own experience here at St. Peter's by following out invariably that custom, the number of applications has been reduced by at least 50 per cent. and of the 50 per cent. remaining, the majority have proved unworthy of assistance and the rest have been properly helped. I regard any other, any purely individual treatment of the question where there is such a solution suggested as I have referred to, as unintelligent, unscientific, contrary to the principles of true social economy and in the last analysis, contrary to Christian ethics.

THE CHAIRMAN.—This subject is now open for discussion. May we hear from Troy on this?

#### GENERAL DISCUSSION

MR. GERALD FITZGERALD, Commissioner of Charities, Troy.—On account of being off of the direct railroad like the New York Central we in Troy get very few of the passing tramps that they get in Utica, but I was astonished to hear Mr. Lowery state the way they handle the problem in Utica. Of course, I don't know what their law in that county is; I know the poor laws of some counties differ in some slight respect from those in other counties, but still the State law covers the entire procedure. Now, I know in Troy a person has to live in the city of Troy for one year before receiving any help from Troy. If there is a wanderer passing through, we turn the case over to the county

superintendent of the poor and he, living in the same city with us, disposes of that case. The tramp problem, of course, is something I suppose will never be solved. While the other problems that we meet in our daily life are susceptible of some sort of treatment, the tramp problem seems to me to be something that is such an indefinite thing that we can never solve it. Each has his different story. Most of them are lies. The regular tramp, in my opinion, is a form of a degenerate; he is a warring student in every sense of the word and will not work. Frequently, you will find, as the reverend doctor stated, some men who change their place of livelihood expecting to better their condition, but the tramp, the kind Mr. Lowery speaks of, we very seldom see in our city on account of being off the regular line. We get the wanderer who is really looking for a position and we often help him secure such position.

We have been very successful in getting the cooperation of charity officials in the different parts of the State and in places outside the State. In fact, I recall a case that we disposed of a short time ago with the overseer of the poor in New York Mills — I believe that is somewhere towards Mr. Lowery's neighborhood, — a man who deserted his family in Troy and we were looking for him. The matter was turned over to the police and they could make no headway and after waiting a reasonable amount of time for the police to get our man, we started to locate him ourselves. We wrote to several places where we understood he was working and received word he was not in their employ, but finally traced him to New York Mills. The chief of police in Troy had already communicated with the police authorities there and could not locate the man. We wrote to the overseer of the poor and within two or three days he sent us back a snapshot and wanted to know if that was our man, and he brought him down to us, so that our cooperation amongst the officials is very helpful.

MR. LOWERY.—I think the gentleman misunderstood just what I meant that cooperation was hard to secure. I did not mean that as a broad statement. I think officials in different cities are frequently glad to cooperate with officials of other cities, but what I meant to convey was that on the particular question involved, that of passing along the homeless, the coopera-

tion was hard to secure because of the expense which would be entailed in the investigation and the communication and I intended to convey the fact that by adopting the Russell Sage Foundation telegraphic code, the expense would be largely minimized. I am sure public officials are frequently willing to cooperate, except possibly in the case of passing along.

Now, Utica is located in the central part of the State and there are many railroads running into Utica and have their terminals there. The New York Central passes through; the Black River terminates; the D. L. & W. terminates; the D. & H. terminates; the Mohawk and Malone railroad terminates in Utica, so we get the influx from many northern and southern towns and have no way of disposing of them, and the Central Railroad from either side frequently passes on to us vagrants which they had no right to do under the law, as you can readily find by consulting the poor law; when a man has no home to which he can be sent, he should be referred to the county superintendent of the poor, and, again, a person who is poor, it makes no difference whether he is a resident of one year or not, if he comes from another town and has received no assistance in that town, you cannot make a claim on that town. I am not a lawyer so I cannot vouch for that, but our corporation counsel gave that interpretation. We have had New York City, Syracuse, Buffalo, and Rochester make demand upon us for people formerly living in Utica and we didn't attempt to disprove or say it was not so, but they had never received aid from any source in Utica, either private or public, consequently when they became poor they were a charge on the city in which they became poor, and that is the law.

MR. McLAUGHLIN.—One question. I would like to inquire what Utica does with those homeless men while you are making the investigation.

MR. LOWERY.—We have had so few cases where the length of the investigation caused any trouble. We have had not over a half a dozen cases that we have had to keep over twenty-four hours. Suppose we keep a case for twenty-four hours. It costs us fifty cents for lodging and twenty-five cents a meal; that is \$1.25 at the outside. We figure it is much cheaper to investigate by



cooperation with the associated charities and find whether there are people at their home towns who are willing to take and support them rather than to allow them to remain in Utica and become a public charge or to forward them along afterward. Our forwarding account in 1912 was approximately two hundred seventy odd dollars. In 1913, it was about one hundred fifty dollars and that included sending many of them to the county farm at Rome, so you can see even though we keep them in Utica that by the investigation we get them to the home towns and Utica got the reputation from the outside overseers of being hostile, which is a word I secured from a noted tramp. That reputation will spread itself abroad. If people who are professional vagrants know that your city officials will not assist them, the word passes along and they soon avoid your town. That has been my experience.

MR. C. H. LAMBERT, Schenectady.—I believe there is an old saying that confession is good. I am glad to hear Mr. Lowery make his confession. I wish to state that I am the one back of the letter that was sent to Mr. Lowery. When I first went into office a little over two years ago, tramps came to me. I would ask, "Where did you come from?" "Utica sent me on." Not only Utica, but other places. Five or six every day came to me looking for transportation. I looked up the law in the matter and I failed to give any transportation without an investigation. Five or six came from Utica. I tried to get affidavits from these men who said they were sent on from Utica. Finally I got one man to make such affidavit. I went down to the county attorney and directed him to notify Utica that Schenectady had enough poor of their own to look after without those being sent down from Utica. There are other officials here who have received the same kind of letter. Mr. Lowery stated in 1913 his expense was \$150 for transportation. Schenectady hasn't exceeded over \$25 a year during the past two years.

THE CHAIRMAN.—Can we hear from some of the others present?

MR. McLAUGHLIN: I want to say two things in a minute. I want to say this problem of the homeless man is a very puzzling



and serious problem. Even in Utica, we might get the impression from what our friend has said here that they had pretty nearly solved the problem there, but I was up in Utica a few days ago and had occasion to visit the jail there and I understood from some of the policemen who came to the jail and from the sheriff that Utica now doesn't furnish any place where a homeless man can get under cover over night except for the good heart of the good sheriff who permits them to come in and sleep in the jail. During that terribly cold weather that we have lately had there would probably have been a number of men frozen to death in Utica. This is a matter of humanity. Of course, it isn't good public policy to encourage these homeless men to be homeless men, but after all, when you come right down to the question of letting a man in or letting him freeze to death, your theory and your practice are quite likely to be different.

That wasn't what I got up to say. I didn't hear your paper, Madam Chairman, but I want to say that I imagine it was somewhat in harmony with the statement made yesterday by the president that he was opposed to the taking away of children out of the home except as an extreme remedy. I agree with the president upon that suggestion. Now the cases arise where a mother is unable to support her children. It may be because the father is sick; it may be because he is dead; it may be because he is in jail; it may be for many causes, but whatever the cause, it is a terrible affliction upon the mother and the wife and about all she has left in this world is her children. These poor people love their children as you love your children. I sometimes think they love them more because they constitute their entire worldly possessions; all they have. The husband is gone; they have no property, no home, properly speaking, of their own, but they have their children, the only heritage that God has given them on this earth, and now to add to that affliction of this widowed woman by going in there and brutally taking away her children is something that I don't believe in. If she is a woman that can be trusted at all with the children, I say it is better that those children should be under the influences of the home rather than in 90 per cent. of the cases under the influence of any institution, however good. There

is no memory in your mind or my own or in that of any man that is any sweeter or any more uplifting than the memory of mother and the memory of home in our childhood, and I say that it should be the ultimate and the last resort to tear from the mother because she has been afflicted the only thing that she has that makes her cling to life.

THE CHAIRMAN.—Mr. Johnson, the secretary of the Conference.

Mr. CHARLES H. JOHNSON, Yonkers.—I always feel in the matter of poor relief that I have no place on that program and have no right to speak, because it is a matter which should be discussed by those who are in actual touch with the problem, but the subject Mr. McLaughlin has brought up is in line with poor relief, even though not exactly in line with what has been suggested this afternoon and I want to give for a moment a few concrete cases of what has been done as Mr. McLaughlin has suggested.

In the institution of which I am at present in charge, we made an investigation of every family that had children in the institution. We found, as I think is common in all institutions, that there were many families represented who ought not to be represented at all. We found children who had family resources that could be drawn upon in the way of well-to-do uncles and aunts and others, some of whom had several thousand dollars in the bank. Some of the children also had two or three thousand dollars of their own in the bank. However, we found other children brought there for reason of poverty. The mother was a good woman and ought to have had the privilege of having her children and the children ought to have had the inestimable privilege of having the mother. We made the proposition to those mothers if they would allow us to supervise their home, we would be willing to board the children with them. We would pay the mothers a certain amount of board each week for their children, enough to permit the mother to give up the work she was doing, and stay home and look after her children, the condition being that we should exercise supervision. Our visitor, our trained nurse, should go there, and we have within the last month reconstructed four families. The children have gone back to their

mothers; the mothers are happy and I feel as Mr. McLaughlin has said, that no matter how well you conduct an institution, you never can bring an institution up to the point of a good home. The home may not be a wealthy home. Very few of us have been brought up in wealthy homes and wealthy homes are not the ideal homes, but the home where there is a loving mother is the home that is the ideal home, even though the circumstances may not be luxurious. I think institutions and authorities ought to work together for the reconstruction of the home and that the breaking up of the home for poverty ought not to be tolerated. Where there is improper guardianship, we must save the child of course. Let the home go by the board, if necessary, but if the home can be reconstructed and good living surroundings placed about the child, that must be our ideal, and I think the very best work we have done in Yonkers the last few months has been to find out the good mothers and give them the care of their child and when they have taken their children home and tears of joy have been running down their cheeks, I felt the very best job I have ever done was to reconstruct those different families.

MISS MARY B. CORNELL, Cohoes.—I would like to ask Mr. Lowery a question. He made the statement that where poverty occurs the city can be made to support the family. I find that one of my difficulties where a family who has resided in the city for seven, eight, nine, or ten months, and through sickness poverty develops, it is almost impossible to obtain relief for them. The city refuses to consider them. I would be glad to know if the city where poverty occurs can be made to take care of them.

MR. LOWERY.—We have never had any trouble as I stated before in making the city where they became poor take care of them. I believe section 50 of the Poor Law — either section 50 or section 51 — states that if a person who has never received aid or cannot trace back to the legal residence, becomes poor, he is a charge upon the town or city in which he became poor.

MR. JAMES W. HAYDEN, Troy.—That law differs in the city of Troy. We have a special law giving jurisdiction of all those matters over to the county superintendent of the poor and he

looks after those cases in the city of Troy. Nobody who has not lived there one year is a county charge. The county looks after them and that is by virtue of a special law.

MR. LOWERY.—I think the idea was as to whether or not those who became poor in that town should be taken care of there, or whether they might be returned.

MISS CORNELL.—Yes, that is the idea.

MR. LOWERY.—That law doesn't answer that.

MISS CORNELL.—I have a great many families coming under my supervision who apply for relief. If they have not lived there for one year relief is refused and then we start in to trace their legal residence and cannot find a legal residence in many cases. Oftentimes these poor persons claim a legal residence in our own city which the poor officials refuse to recognize. Mr. Lowery stated of course the city could be compelled to take care of them and I was anxious to find that out.

MR. FITZGERALD, Troy.—The law says a poor person must be cared for wherever they are. I believe in the county of Albany it is the duty of the overseer of the poor to take charge of that family. The special law, while it applies to Rensselaer county, doesn't cover any other county. It is the duty of the overseer of the poor to take charge of the poor.

MR. LOWERY.—You mean the superintendent of the poor in the county, do you not?

MR. FITZGERALD.—The poor, wherever they are, must be helped by the overseer of the poor.

MR. LAMBERT.—I wish to state that I fully agree up to a certain point with this gentleman here, but we will take a case that had moved from some other town in the same county and had lived in one of the towns of the county for ten months, or eleven months and twenty-nine days and then becomes poor. The care of that case reverts back to the town from which that person came. That is my understanding of the law, but it must be taken up by the superintendent of the poor.

MR. KRUESI.— Wouldn't it be well to call attention to the fact that you can obtain a copy of the law from the State Board of Charities at any time?

THE CHAIRMAN.— The time has really passed for closing this section, but Mrs. Thomas of Troy wishes to speak five minutes on the welfare of girls.

MRS. FRANK W. THOMAS of Troy.— I would suggest that we could help solve this problem of bettering home conditions and alleviating the distress of the poor through the little girl. You know how the mother loves her daughter, and in our manufacturing towns the daughters are really the mothers of the families. The mother, the good true mother, goes to work early leaving her baby to the tender mercies of her daughter and often to the son. If every girl could learn what she should know about herself; if she could learn how to care for infant life; how to keep the home sweet and clean, don't you think that would help solve this problem of so much poverty? Don't you think that the mothers taking pride in their daughters wouldn't need so much outside help? I will have to tell you some incidents in my work. These girls are taking up the care of the infant. They learn how to wash a baby, dress it properly, learn how to prepare modified milk, take care of the bed room, learn how to make the bed with the draw sheet for the invalid, how to take temperature, how to bandage. Theoretically, they go through all this on the baby and on each other's arms, and it is wonderful what these girls can do. This class is only a class of twelve girls and everything is given free of charge, but they go out in their families and into the neighborhood and pledge themselves to become little teachers and teach four other girls, and ladies, I really wish I had the power of oratory so you could take home this afternoon the thought of teaching girls this child welfare work. You know in our public schools we teach cooking and sewing, but we do not teach the girl how to care for herself and how to nurse and that is so essential to keep the home happy and well. I want to pass around some pictures if there is time to show you the work.

The name "child welfare" is broad in its scope and these girls are splendid missionaries. Did you ever go into an institution and notice the hungry eyes in the little children? Oh! they

are so starved for something; it is for that mothering that they would give all the world to have. These girls learn how to handle this baby doll. They go through the motions of feeding it with the modified milk; they protect its eyes with the top of the carriage, etc., they learn to talk to it in a dear way, not in a silly way, but in a pretty tone of voice telling the baby how sweet it is. They learn that at the age of six months the average baby can sit up and take notice. This class of girls knows how to sew and embroider. I have taught them how important it is to keep baby sweet and clean, and do you know of any more beautiful object than a freshly bathed baby?

When our speaker from Schenectady was speaking, I was looking at the electric lights. They have always puzzled me and filled me with awe—the little cylinder with the wires, and outside the case of glass. Look at the baby in our arms, what a slender cord holds it to life! Ought I not try and save that baby for future possibilities? We talk of the conservation of mines, forests and water, but it is only lately we have heard anything about the conservation of human life. We read in the paper about Mrs. Wilson and her daughter setting the fashion for philanthropy in Washington. I wish we could have this child welfare work. If we cannot introduce it into our schools and girls' clubs and settlements, why do not more ladies introduce it in the homes? The girls are very nice. I have had the girls in my own pretty library. They prepare the modified milk in my kitchen; I love to have them there. I was denied the great pleasure of having a girl of my own, but I can love other people's girls.

Our child welfare work has been indorsed by Dr. Biggs, Dr. Shaw, our Governor, and some of the greatest educators, ministers and doctors in Troy, and they all wish to see this work succeed. We cannot all be Dr. Biggs and Dr. Shaws, but God has given to woman the power of knowing intuitively the wants of the little child, and I claim she can save as many children by her loving devotion and tender nursing as does the physician and surgeon. I claim the woman who carries out and executes good works and thoughts in a philanthropic work is equal partner with the man who gives large sums of money.

In closing, let me speak of a friend of mine who told me after visiting Europe, "It is to have lived to visit the art galleries and

see the masterpieces of art," but oh! I think of the difference in viewpoint, friends, when I say, it is to have lived to help make well and beautiful God's masterpieces — his little children.

FATHER SLATTERY.— Before closing for the afternoon I will call on the secretary for some announcements.

SECRETARY JOHNSON.— I want to call attention to the final program. This Conference has been unusually successful in point of numbers and interest. Many who have attended State Conferences feel that this Conference, bringing people together from a somewhat localized distance, has been of more value than many State Conferences. Now, without reflection on any other session, we might say the Conference this evening is a sort of climax and under the subject of public health, the chairman has arranged a very instructive and helpful program.

FATHER SLATTERY.— There being no other business, the meeting will now adjourn until tonight.

## FIFTH SESSION

FRIDAY EVENING, MARCH 6, 1914

Held in Assembly Room, Ten Eyck Hotel, Albany

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GENERAL SUBJECT: PUBLIC HEALTH

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PRESIDENT HEBBERD.—We have some general business to transact before the chairman of the section commences his program. I think the Committee on Organization is ready to report. If so, will the chairman please come to the platform and present the report.

Mr. Herbert J. Hunn, Chairman: Mr. President and members of the Conference.—It is the duty of the Committee on Organization to nominate the officers for the next Conference. We therefore present the report as follows:

OFFICERS OF THE THIRD CAPITAL DISTRICT CONFERENCE OF  
CHARITIES AND CORRECTION

## PRESIDENT,

REV. J. T. SLATTERY, Watervliet.

## VICE-PRESIDENTS,

DR. THOMAS WILSON, Hudson.

MISS M. C. JERMAIN, Menanda.

CHARLES E. HANAMAN, Troy.

## SECRETARY,

CHARLES H. JOHNSON, Yonkers.

## TREASURER,

DAVID A. THOMPSON, Albany.

## EXECUTIVE COMMITTEE,

Rev. J. T. Slattery, *Chairman*, Watervliet.

Hon. Simon W. Rosendale, Albany.

Hon. Robert W. Hebbard, Albany.

Mr. Patrick Flannagan, Albany.

Mr. H. S. McLeod, Troy.

Rev. Chauncey B. Magill, Schenectady.

Mr. Hobart W. Thompson, Troy.



## COMMITTEES OF THE THIRD CONFERENCE

## COMMITTEE ON CHILDREN

John K. Howe, Albany, Chairman.	Sister Mary Helena, Superioress,
Brother Alban, Troy.	Rensselaer.
Sister Anna, Albany.	Rev. J. S. Hollenbeck, Albany.
Miss Marion Collins, Albany.	Mrs. Wm. H. Hollister, Jr., Troy.
Prof. Edward S. Deevey, Albany.	Miss Jean K. McElwee, Albany.
Miss Mary D. Dusenberre, Hudson.	Mrs. H. G. McKean, Schenectady.
Brother Emery Aloysius, Albany.	Mrs. W. B. Madden, Troy.
Mrs. R. H. Gibbs, Schenectady.	Miss L. E. Thacher, Albany.
Miss Anjinette Hall, Troy.	

## SECOND SESSION

## COMMITTEE ON RELIEF OF THE POOR

Rabbi Samuel H. Goldenson, Albany,	Mr. James W. Hayden, Troy.
Chairman.	Mr. Charles H. Lambert, Schenectady.
Miss Mary Boyd, Troy.	Mr. Solomon Levy, Albany.
Miss Mary B. Cornell, Cohoes.	Mrs. John H. McElroy, Albany.
Mrs. George N. Findlater, Watervliet.	Miss Cornelia M. Ougheltree, King-
Miss Gladys Fisher, Hudson.	ston.
Mr. W. E. Fitzgerald, Hudson.	Miss Georgianna Sanford, Amster-
Mr. Conrad Goetz, Schenectady.	dam.
Miss Mary E. Hastings, Hudson Falls.	Miss J. T. D. Willett, Troy.

## COMMITTEE ON DELINQUENCY

Dr. Hortense V. Bruce, Hudson,	Dr. C. Edward Jones, Albany.
Chairman.	Mr. A. S. McClain, Canaan.
Mrs. Elmer Blair, Albany.	Mr. George McLaughlin, Albany.
Hon. J. J. Brady, Albany.	Sister Pamela, Saratoga Springs.
Mr. Sidney H. Coleman, Albany.	Monsr. J. L. Reilly, Schenectady.
Mrs. Rose D. Fitzgerald, Albany.	Hon. John B. Riley, Albany.
Miss Sarah E. Henry, Hudson.	Rabbi Max Schlesinger, Albany.
Mrs. Albert Hessberg, Albany.	Mrs. Henry Sporborg, Albany.
Miss Mary Hinkley, Poughkeepsie.	

## COMMITTEE ON PUBLIC INSTITUTIONS

Hon. Robert W. Heberd, Albany,	Hon. William A. Mallery, Albany.
Chairman.	Mr. Freeman H. Munson, Troy.
Mr. Charles L. Chute, Albany.	Mr. Mortimer Smith, Fonda.
Miss Alice Clarke, Hudson.	Hon. Peter G. Ten Eyck, Albany.
Miss Elizabeth Connolly, Schenectady.	Mrs. Ellen L. Tenney, Albany.
Mr. Gerald B. Fitzgerald, Troy.	Sister M. Thomas, Troy.
Dr. Robert W. Hill, Albany.	Hon. Harry B. Winters, Albany.
Mr. Edward J. Hussey, Albany.	

## COMMITTEE ON PUBLIC HEALTH

Dr. Linsly R. Williams, Albany, Chairman.	Mrs. James F. McElroy, Albany.
Mr. Charles R. Ford, Cohoes.	Mrs. A. J. Parker, Jr., Albany.
Miss Grace R. Holmes, Hudson.	Miss Harriet Preston, Watervliet.
Mr. Edward N. Huyck, Albany.	Miss Edith A. Reiffert, Hudson.
Dr. William Kirk, Troy.	Rev. Charles F. Shaw, Albany.
Dr. Clinton P. McCord, Albany.	Miss Martha C. Vail, Troy.
	Dr. Sherman V. Whitbeck, Hudson.

PRESIDENT HEBBERD.—You have heard the report of the Committee. What is your pleasure?

DR. ROBERT W. HILL.—I move the adoption of the report of the Committee.

DR. CHARLES S. PREST.—I second the motion.

PRESIDENT HEBBERD.—It is moved and seconded that the report of the committee be adopted. All in favor, say aye. Contrary minded, no. The report is adopted.

I now have the pleasure of turning the meeting over to the chairman, Dr. Prest, who will continue in charge until the close of the meeting.

## REPORT OF THE COMMITTEE ON PUBLIC HEALTH

By the Chairman, DR. CHARLES S. PREST

DR. CHARLES S. PREST.—In the preparation of the report of the public health work of the Capital District, I have of necessity found it necessary to restrict it somewhat and with the things of interest on the program, I will be reasonably brief at least.

A review of the advancement of public health work since the last Capital District Conference brings before us many matters of importance.

First to present itself is the new Public Health Law which was so ably discussed from this platform last year. This became Chapter 559 of the Laws of 1913 on May 16 but its operation was delayed by the condition of unrest in the State government throughout the remainder of the year.

Early in 1914, however, Governor Glynn, fully realizing the necessity for immediate action and the importance of a thorough

enforcement of the new law by the ablest man for the position, appointed Dr. Hermann M. Biggs as State Commissioner of Health and the Senate immediately confirmed the appointment unanimously.

Dr. Biggs came to the Department at Albany with an experience in public health work in the city of New York of over twenty-five years and among other positions of note formerly held by him, he had been Chairman of the Special Public Health Commission which made the investigation into health conditions in the State last year and recommended the enactment of the very law he is now charged to enforce.

That he is *the* man for the place is denied by no one of any political faith and that his enforcement of the law will be thorough and efficient he has already shown in his less than two months of service.

This law as you no doubt know embodies many constructive measures for the advancement of public health including the addition of three new divisions to the Department, an advisory council for the commissioner with authority to enact a State sanitary code, the division of the State into twenty or more sanitary districts and the placing of a representative of the commissioner in charge of each, to assist local health officers and boards of health in the enforcement of the law and the sanitary code.

The Division of Child Hygiene is already a fact with an Albanian, Dr. Henry L. K. Shaw, as director.

The Public Health Council has met frequently and among other things has adopted the qualifications of the directors of divisions of the department and the district sanitary supervisors, placing the latter under competitive civil service. The members of the council have devoted a great deal of time to the preparation of the State Sanitary Code and have, practically ready for enactment, the sections providing for the control of communicable diseases.

Advantage of a uniform code for entire State. Rochester out?

The division of the State into twenty or more districts.

The appointment of twenty or more district sanitary supervisors.

The definite outlining of their duties.

The abolishment of village boards of health.

Uniform salaries for health officers.

Public health nurses' section.

Reports of tuberculosis cases made easier.

Diagnosis determined by authority of health officer.

Supervision of cases by nurses.

Commitment of the wilfully careless and dangerous.

It is to be regretted that a bill is now before the Legislature to repeal this admirable law and reenact the former one which it must be evident to everyone would be a distinct step backward.

Bill to nullify present law regarding salary of health officers has also been introduced but it is hoped it will not be advanced at least until a trial of the present system is made.

Adequate appropriations are all that are needed to give this State a full year of health prosperity and it is earnestly hoped that these will be readily granted.

The companion bill to the public health bill concerning vital statistics, also recommended by the Special Public Health Commission, was enacted during the year and became a law January 1st last. This is modeled after the uniform law suggested by the Federal Government and its enforcement will place the vital statistics of New York bookkeeping of health, on a standard second to none of the states of the Union.

The past year, so marked in the advancement of constructive legislation for the State Health Department, is also noted for the passage of similar legislation for the improvement of the physical welfare of our school children. I refer to the enactment of Chapter 627 of the Laws of 1913 known as the law for the medical inspection of school children. This became effective last fall and under it I understand a very large proportion of the school children of the State have been examined physically and such defects as noted reported to their parents for correction.

Our good constitutions and powers of resistance to disease may withstand these dangers for years, but it may be next week or it may be tomorrow that the inevitable consequences of careless sanitation and unhygienic conditions will appear. An ounce of precaution is worth more than a pound of regret. Prevent, then, sickness and disease at its source which is oftentimes the home;

get rid in every possible way of unsanitary conditions and last, but by no means least, by rational living, good exercise, fresh air, nourishing food, and freedom from excesses of all kinds, keep the body up to the top notch of health, so that the microscopic plants and animals which we know as disease germs will not be able to find the suitable soil and food for their development.

The call came to the valiant hearted in Europe in the Middle Ages to join the crusaders to rescue the native land of our Lord and Saviour from the followers of Mohammed. In these latter days the call comes to us to do what we can to rescue, not only by cure but by prevention, the bodies and hopes and possibilities of countless men and women and children.

It is very important to care for the sick, but it is more important to care for the well and prevent them from becoming sick. Health and efficiency will be notably increased and preventable diseases correspondingly diminished only when the fundamental principles of hygienic living are understood and practiced by all the people. Effective instruction in methods of conservation and improvement of the public health is the greatest need of the American people to-day.

To use the words of Henry Van Dyke: "What are you going to do, my brother men, for this higher side of human life? What contribution of your strength, your influence, your money, your self, are you going to give to make a cleaner, fuller, happier, larger, nobler life possible for your fellow men?"

A word in regard to the schools. While the schools receive a large number of physically backward and incompetent children and in past years have done little or nothing for them, there is abundant evidence that they often undermine or injure the health of those who come to them in good condition.

The schoolroom too often takes in bright-eyed, clear-skinned youngsters overflowing with health and lively spirits in the autumn, to turn them out in the spring, listless, anaemic, fertile fields for the sowing of tuberculosis and other diseases, if indeed the seeds have not been planted under the favorable conditions that have prevailed throughout the winter.

One may be a conservative in most things and yet can but be pleased to note the changes during the past year in our educational laws giving some attention to the physical side of the child's

upbringing, that the boy and girl who enter school physically deficient may have a chance to improve their condition, and that will permit those endowed at the beginning with good health and strong vitality to emerge with these unimpaired.

The best index to community health is the physical welfare of school children. The only index to community conditions prejudicial to health that will make known the child who needs attention, is the record of physical examination. The child then, as well as the mill worker or the girl drudge, has health right. And so the truest index to economic status and standards of living is health environment. The best criterion of opportunity for industrial and political efficiency is the condition affecting health.

A word in conclusion in regard to fresh air and the Holy Spirit. These words are not often linked together, but it may be profitable to allow them to stand side by side for a moment that they may suggest a connection, which, however unsuspected in many quarters, needs greatly to be recognized.

The prosperity of a religious service depends largely on physical conditions. In the preaching of a sermon the first thing to see to is that the congregation has an abundance of fresh air. No matter how great the preacher, he labors in vain if the people before him are semi-asphyxiated by an atmosphere laden with heat and moisture. It was Carlyle who once suggested that no man becomes a saint in his sleep.

A good question to ask a candidate for the ministry would be: "Do you understand the nature and uses of fresh air?" Many a preacher would cease to grow husky when halfway through his sermon, many a congregation would enjoy a spiritual revival, and many a benumbed prayer meeting would come to life again by the generous introduction of fresh air.

Who is to blame for the miserable air of the average church?

"Some like it hot, Some like it cold, Some like it in the Church, Seven days old." What the saints need just now is fresh air. How to get it is one of the greatest and most urgent of all our religious problems.

THE CHAIRMAN.—We are reversing the rest of the program for the moment. As Dr. Williams is here, we will ask him to speak on The Physical Welfare of the Man.

## THE PHYSICAL WELFARE OF THE MAN

DR. LINSLEY R. WILLIAMS

Deputy State Commissioner of Health, Albany

DR. WILLIAMS: Mr. Chairman, Ladies and Gentlemen.—I regret having come in so tardily for I fear that our chairman has stolen most of my thunder or sound. I had a brief conversation with him early this afternoon, and as I showed him a little manuscript I am afraid some of my matter has gone into his report; but as we sometimes say, be that as it may, I will endeavor to give you a part of what I have written and also some other remarks on the work of the Department of Health of the State as it applies to the individual citizen.

The title of this paper reminds me of the title which was given me by a friend when asked to read a paper on some phase of sociological work. A definite title was given, and when asked to change it he replied that he was glad to do it as he had only the one paper and any title could be selected for it.

In considering the subject of the physical welfare of man, I feel in the same position that no matter what the title might be in regard to a subject so broad as the welfare of man, my address would be limited to the relation of the citizen to the rest of the community, and what the obligation of the State is to the citizen in matters affecting public health.

Man living in a primitive state on an isolated island need not have formulated for him any restrictions as to his conduct — his sanitary life, as he is of no menace to the health of others. So soon, however, as he lives in a community, or even living alone where he may render any watercourse unsanitary, then he owes a definite obligation to other members of society. He, ignorant of his menace to others, must needs have regulations formed for him, and certain restrictions made upon what he would consider his individual liberty. The American loves his liberty, the American loves his individual rights, and the American loves his pocketbook, although we frequently hear that modern government and modern regulations make so many restrictions upon the American citizen that his individual rights, his liberty and pocketbook are affected.



A citizen in a modern civilized community, and especially in a great city has many peculiar advantages of education, of health, of pleasure, of social intercourse with others, and for these benefits he must give up something of his individual rights and liberty. What then is the menace of the individual in a community? The most important menace is the danger of communicable disease spreading from the individual to others. This may be spread by direct contact from an individual suffering from a communicable disease, whether it be scarlet fever, diphtheria, smallpox, tuberculosis, one of the venereal or other diseases, or he may infect others indirectly by infecting food or milk with the germs of scarlet fever, diphtheria or typhoid, which are especially known as milk-borne diseases, or he may infect a watercourse by the discharges from his bladder or bowel, not only with virulent typhoid bacilli, but also with bacilli which may cause dysentery or ordinary diarrhoeal diseases and others, although miles below. drinking the water which may be apparently pure, still may contract typhoid fever.

Widespread epidemics of typhoid fever, diphtheria, scarlet fever and septic sore throat, have been caused by one individual, who either through ignorance or carelessness has infected the milk or water supply of a certain district. The individual, if healthy, may not be a menace to others, but there are many conditions in which he is ignorant or careless of the danger of others. For example, there are many individuals who are known now as "carriers of disease," and as "carriers of disease" may be perfectly healthy and yet retain in their mouths the virulent germs of diphtheria, or in the discharges from the bladder and bowel the living germs of typhoid fever. The individual may also be a menace to others of the community in the method in which he takes care of his ordinary household wastes. The presence of waste water and the existence of dirty privy vaults and cesspools may cause the breeding of insects and flies which may carry the germs from the yard or immediate vicinity to the food supply of his neighbors, or he may be a menace to his own family by using the water from a cistern or well which may be contaminated by the cesspool or privy vault.

Ignorance and carelessness, then, are reasons for regulations



and restrictions; for without regulations and restrictions, and without an attempt to enforce them, the individual may cause widespread infections and many cases of illness and death.

Before the discoveries of bacteriology, and before our modern principles of sanitation were known, disease was much more prevalent in the urban localities than in the rural districts, and the death rates were as high as 40 per thousand. As a result of the application of our knowledge the urban mortality has steadily diminished until now in the great city of New York it has fallen as low as  $13\frac{1}{2}$  per thousand living, for the year 1913. Such a marked diminution in death rate has meant also marked diminution in the number of cases of illness, and has diminished the total amount of suffering and saved the community great financial loss. This has been accomplished only by regulations and the enforcement of those regulations which restricted the individual liberty of the citizens. For example, an individual who has been exposed to scarlet fever is quarantined whether or not he himself has scarlet fever. Such quarantine means the actual imprisonment, although not in a prison, of an individual and takes away the liberty of such an individual, and the enforcement of such a measure is known as the utilization of the police power.

The improvement in our urban death rate has been marked, and yet the rural death rate, or the death rate in New York State outside of New York City, has not only not diminished but has actually increased in the last year.

As a result of this lack of diminution of mortality many citizens throughout the State realized that many individuals were still a menace to the general public health, for the reason that regulations and restrictions had not been made upon them because of a lack of knowledge on the part of the authorities in various localities. Recommendations were made to the Governor — a Commission was appointed in 1913 to investigate the health conditions in various parts of the State. This Commission made a careful study of health conditions throughout the State, and found a marked dissimilarity in the work of different Boards of Health and different health officers, and found that some cities and villages had a sanitary code and that others had not; that the regu-

lations in the various municipalities were different; that their work was hampered by the low salaries given to the health officers, who, with little or no appropriation for public health work, could make but little progress in improving the health of their locality. This Public Health Commission made a number of recommendations for amending the Public Health Law in this State, which was passed and went into effect on October 1, 1913.

Although the State has done a great deal in an educational way for protecting the physical welfare of mankind in New York State, yet by means of amendments to this law the education will be increased, and two definite specific features of the Public Health Law will be spoken of to show what is being done to improve health conditions throughout the State.

The new law provided for the creation of a Public Health Council of seven, the Commissioner of Health to be one, whose powers are definitely prescribed in the law; first and most important of which is that they should draw up a sanitary code, the regulations of which should be the same as law. This code will be State-wide in character and will apply to every part of the State, except the city of New York. It is hoped that within a short time the regulations on communicable diseases will be ready for publication. This will give to the local boards of health and local health officers a definite and authoritative set of regulations which will guide them in their action. The local boards of health consist of men from all walks of life — blacksmiths, plumbers, farmers, professors, teachers or lawyers who may or may not be interested in health matters, and who select the health officers to carry out their directions. In many instances they have no knowledge of how to draw a sanitary code, or for what purposes it should be drawn and no interest in having the health officer enforce it.

That a Public Health Council composed of individuals of the widest experience, who are authorities throughout the country on public health matters, could be appointed in this State, is a matter on which the State can well congratulate itself.

Another important feature of the duties of the Council is to prescribe the qualifications for various positions in the State Department of Health, and also to prescribe the qualifications of

the local health officers. The qualifications already prescribed for the sanitary supervisors, who will work in twenty different districts in the State, demand that they shall at least have had some experience and some special knowledge in public health work. At the present time the local health officer need have no more qualification than that he is a physician and a friend of some of the authorities in the municipality in which he lives. The Council may prescribe, in the future, that when health officers are to be appointed, they must have definite qualifications; stating for example, that on and after such and such a date in 1916 or 1917 that all health officers must have, in first- and second-class cities at least, some special training or experience in public health work. The local health officer, at the present time, is hampered in carrying out any recommendations which he may make, first, because he is a practicing physician and he may make definite recommendations which causes some friend or patient to make an expenditure of money which will affect his practice and he is also accused of having drafted such regulation for spite or malice. With the provision of the Sanitary Code he may say, and rightly, "I did not make the Sanitary Code; I have no authority to change it, and the State Department of Health insists that its regulations be enforced." His position is, therefore, strengthened, and many improvements can be made which at the present time are hardly practical.

In providing for a division of the State into not less than twenty sanitary districts and for the appointment of a sanitary supervisor for each district, a most wise provision was made, for this will enable each sanitary supervisor to go among the 60 or 100 cities, towns and villages in his district and keep in constant touch with the local health officers, advising them, making recommendations to them, instructing and leading them and making them more efficient and more earnest health officers. The sanitary supervisors will be men chosen with especial respect to their qualifications. They shall be physicians and shall have served either as health officers for at least four years, or shall have received some instruction in sanitary science for at least five hours a week for the school year, or shall have received the degree of Doctor of Public Health, or shall have actually been

engaged in some form of public health work for at least five years, as inspector in some City Health Department, or as a worker in one of the communicable diseases, or in some other phase of public health work.

It will be of interest to specify also what the law says in regard to his duties, which are as follows:

He shall —

1. Keep himself informed as to the work of each local health officer within his sanitary district;
2. Aid each local health officer within his sanitary district in the performance of his duties, and particularly in the appearance of any contagious disease;
3. Assist each local health officer within his sanitary district in making an annual sanitary survey of the territory within his jurisdiction, and in maintaining therein a continuous sanitary supervision;
4. Call together the local health officers within his district or any portion of it from time to time for conference;
5. Adjust questions of jurisdiction arising between local health officers within his district;
6. Study the causes of excessive mortality from any disease in any portion of his district;
7. Promote efficient registration of births and deaths;
8. Inspect from time to time all labor camps within his district and enforce the regulations of the public health council in relation thereto;
9. Inspect from time to time all Indian reservations and enforce all provisions of the sanitary code relating therein;
10. Endeavor to enlist the cooperation of the organizations of physicians within his district in the improvement of the public health therein;
11. Promote the information of the general public in all matters pertaining to the public health;
12. Act as the representative of the state commissioner of health, and under his direction, in securing the enforcement within his district of the provisions of the public health law and the sanitary code.

It is also of interest to know of the other provisions of the Public Health Law, and how the State further protects its citizens.

No institution may erect sewage disposal works or garbage disposal works or any water supply without approval of the State Department of Health.

No sewage disposal plant for any city may be built, nor may any extensions be made thereto without the approval of the State Department of Health.

No tuberculosis hospital may be built without not only the approval of the site but also not without the approval of the plans and the sewage disposal.

The State Department of Health may also declare what a nuisance is, and may make recommendations for its removal.

The citizen then to protect others and so that others may protect him must carry out regulations prescribed by boards of health, and must accede to the restrictions made upon what he sometimes deems his individual rights and liberties, in order that he may not disseminate diseases to others, and in order that he may not acquire disease from others.

Although this new law, owing to a change of administration, went into effect on the first of October, it has only just really begun to be put into effect. Notable results are expected from its operation, and the State Department of Health not only hopes, but believes, that there will be diminution in the mortality throughout the State, with its resulting diminution in the amount of disease and suffering and in the expense which accompanies such illness.

THE CHAIRMAN.—I trust Dr. Williams appreciates the fact that my discussion of the Public Health Law was only to permit him to have his discussion stand out more prominently. The comparison is so odious to me I hope he appreciates it.

The discussion will be opened by Dr. Charles C. Duryee of Schenectady, the father of the Mayors' Conference, the annual conference of mayors of the State, one of the greatest forces for the advancement of public health in this State.

DR. CHARLES C. DUBYEE: Mr. Chairman — Both of the papers emphasize so clearly the many-sided views of the new health bill and the new movements that are taking their way to bring the Empire State to the place in public health matters that it occupies in all matters, that there is little left for me to say.

There are one or two points suggested that I should like to bring up. The lack of cooperation of the people in this matter of so vital importance to them seems strange to me. They interest themselves in many things, devote their energies to many things; but when it comes to public health they are perfectly willing someone else should take care of it. It is a lack of cooperation and I would suggest that this conference use its effort to bring together the forces of the department of health and the cooperation of the people themselves. Why is it that so many people in small villages regard the mandates of the Department of Health in a peculiar way? They seem to think it tyrannical. They seem to feel that an unnecessary restriction on their liberty has been placed. In the little village if a man comes home drunk, makes a great noise, beats his wife and makes a disturbance, the telephone rings in the nearest precinct and an indignant citizen wants to know why the police are not on duty; but if a man brings about a condition about his garden or house that will bring sickness and death to the children who surround him, they are unwilling even to make the complaint, unwilling to inform the health officers. I believe that is true. I believe that has been true with the State of New York and also of other states in the Union. I am optimistic; I believe the future has a greater change in store for us. Since the time the people interested themselves in the great subject of the White Plague, they have learned to see and learned something of the transmission of disease. Medical attention along those lines has become popular and the result is that the people are little by little losing that fear of the tyranny of the health department. Both of the speakers touched on the children in the schools and I presume the presence of the great doctor brought that about, so I may be pardoned if I follow the line set for me.

It seems to me that school is for well children. It seems to me children who are not well should be sent to special schools. It

is true in a small way in the last year or two that has been done, but the prevention of sickness among children must come by a more rigid enforcement of the separation between the sick and the well. If the child comes to school with a cough, suffused countenance for a day or two, the teacher says, just nothing but a cold; no reason for sending the child home. In a day or two longer the child doesn't come; he is at home sick and presently right through the room is developed the measles and out from that center all through the city all the children who are not immune to that disease are sick, and the result is thousands of dollars are lost. It seems to me the educational authorities of this State in the many great things they are doing for education in this State could provide some simple method among the teachers themselves so that each teacher as her children come in the morning should be able to notice about them some signs of illness and could return them to their parents. Better that child be restrained from school for two or three days, than perhaps the whole room be affected with the disease with possibly some loss of life. It is not alone with measles, but influenza, or even the common cold. The result is it sweeps through the schools; it brings about sickness and trouble, so the point I would like to emphasize would be that an effort be made by the Conference and by people interested in public health matters to bring about a cooperation with the State Department of Health in its new movement and that the educators of this State shall come to the conclusion that the schools of the State are for well children.

THE CHAIRMAN.—As New York City and New York State combs this country for the first men of their kind, we have with us tonight one that recently was brought all the way across the continent to New York City. His work previously was secretary of the State Board of Health of California and he has recently taken up the directorship of the American Federation for Sex Hygiene in New York City. I take pleasure in introducing to you for the next discussion on this paper Dr. William F. Snow, formerly of California, but now of New York.

DR. WILLIAM F. SNOW.—I suppose New York is sometimes surprised at the results of its combing. At least I was surprised



and am now to find myself in New York. I don't know that there is anything that I can say very effectively. I can emphasize the troubles that the New York Health Department has ahead of it. I realize what these are and I also realize what a tremendous object lesson the success of this department, as it is now organized, is going to be to this country. I don't know how many of this audience have studied the administrative plans of health work throughout this country. Those of you who have studied, know that New York is trying a plan somewhat similar to the plan of Massachusetts, which was the first State of the Union to establish in about 1867 a board of health. They decided it was very dangerous to do anything except to devise the local health department and from that day to this the characteristic of the Massachusetts State Board of Health is that it is a very powerful, dignified, scientific body; that when it approves or condemns a given situation, its results are considered so final that it immediately crystallizes public opinion, and it has been only recently that they have added to the executive or power of the board of health. Pennsylvania did away with all local health administration, except for perhaps five of the large cities, such as Philadelphia, Pittsburg, and some of the other cities that maintain departments of health, but that State has attempted to put all the executive power in the State Board of Health. Many of us believe that New York has devised a plan which is going to be much more effective in the long run, in enlisting the cooperation of all the people, and more economic as a piece of administrative machinery, than either of these other plans.

Dr. Williams has mentioned preventive medicine and the role that diseased organisms play. I wonder how many of you realize how recent this whole preventive medicine is. Our Civil War was fought through from beginning to end without our surgeons having knowledge of what we call "germ disease." If they sterilized instruments and worked with modern methods of surgery, it was not because they understood the reasons why. In fact, at that time, so far as science goes, Pasteur was trying to prove the very simple fact that there is no such thing as spontaneous generation of life. I was old enough to read the newspapers before the tuberculosis bacillus was discovered and that doesn't seem so



long ago to me. I think we sometimes forget how very fast and far we have gone in applying some of these scientific truths. So far as the points made by Dr. Williams are concerned, I think very great emphasis should be placed upon the sanitary code. Those of us only who have struggled with one town doing one thing and another doing another, without uniform basis for administration, can realize how greatly that is going to simplify the procedure and going to render greater the results. The qualifications, I think, are not too great. I think all of us realize that the established qualification as to efficiency and devoting a major part of the time of the health officer is vitally important. The dividing of the State into twenty divisions is again a movement which has greatly grown. In Massachusetts, they tried experimentally, but never in a thorough way, the plan which New York is now about to begin. Wisconsin did provide for a number of inspectors last year and it will be interesting to see whether Wisconsin can set a pace or whether it will follow New York's lead. The physical examination of school children has been mentioned and I think we should couple our progress in that direction with what perhaps has not yet reached legislation in this country, but the trend is that way. We are all familiar with the fact that life insurance companies examine the well. They do not want to take risks on ill people, and we expect if the life insurance company is going to invest anything in us they are going to insure themselves that we are a good risk financially. We did not do that until recent years. We have spent a great deal of money upon our children and we do not take any precautions to see if our investment is good or not. We are coming gradually to extend this principle of examining the well people as a matter of our commonwealth interest and I think one thing this association ought to study is this experiment which Professor Irving Fisher and others are trying, the prolongation of life, which is a scheme of extending physical examination of the well to all of the people.

Recently, I was in England at the time when the new national health insurance law went into operation and it was an extremely interesting time. While that probably is not at all applicable to this country and we will work out gradually through the Department of Health in New York something better adapted, at

the same time it is significant that England should have taken pretty nearly one-third of their population and compulsorily placed them under an examination and an early medical treatment system. At the risk of having the chairman tell me my time is up, I want to say this, that the point of view which the citizen takes is I think a remarkable one. We consider the fact at the present time. A man, especially one who has a family and has less than \$800 or \$900 a year, takes all kinds of chances with himself. He takes his neighbor's advice; then goes to the drug store; then reads some advertisement in the papers, and lastly, his family proposes a strange doctor who doesn't know the facts and they throw the question of cost to the winds and try to save the man's life. The expert advice should have come before. In England, where they have said that a man must pay his part and the employer must pay his part for early medical advice, the point of view is reversed; he has no object in waiting. If he doesn't pay the doctor, he is subject to contempt and prosecution.

Secondly, another point, the local government boards of England, which are parallel to the Board of Health of New York State, can go into any community, and Dr. Williams has mentioned morbidity rates, and make an investigation to see whether the housing laws are the cause of this increased morbidity, and if so, can assess that town with the increased cost of this medical attention.

I think that the people themselves can do a great deal to cooperate with the Health Department, such as you now have, if you will perhaps study some of these interesting experiments being done in other countries, giving them a basis of understanding as to what the local department is attempting to do.

With reference to money. I recently had occasion in Chicago to hear the remark so often made about our government spending millions on the hog and not on the human being. I refer to the history of the United States Department of Agriculture. Not so long ago, that department was simply the hobby of a Commissioner of Patents and after some years of promoting his hobby, he got \$1,000 for a diffusion of knowledge of agriculture in the United States Department of Patents, this \$1,000 to be used in sending seeds about the country, and thirty-three years after that the chief

clerk of the United States Department of Agriculture complained bitterly about the United States Government spending millions of dollars upon the promotion of shipping and manufacturing and practically nothing upon agriculture. Since that time, we have organized and carried on the same insistent and practical policy of convincing the public of putting money into the Department of Agriculture and I believe we are now in the position where the people are getting interested; so I think instead of being thirty years, it will be but a few years before we are spending on human beings in the support of such splendid departments, the money which is necessary for these departments.

THE CHAIRMAN.—I was very glad to hear Dr. Snow bring forward the work concerning the care of the sick. I would like to call his attention and yours to the work along that line, to what is being done in this State to-day. It has been my privilege this summer to work with others in a survey of a certain section of this State with a view to determining the care of the sick, the number adequately cared for and those inadequately cared for and suggest what should be done in order to establish a health center and make the care of the sick and the maintenance of health compulsory and absolutely free. The reaction I got at first as a privately practicing physician was distinctly antagonistic, but the more I looked into it the more I saw it was not right and the more I have come to believe that we as physicians in the care of the sick are where the educators were three hundred years ago. I believe that the care of the sick should be the same as the education of the public. If the education of the child is of value to the State, certainly the maintenance of his health is of value, and the care of the sick and the maintenance of public health should be as the education of the child is to-day, both gratuitous and compulsory. We will not take the time to go into it, but that work is being done in this State to-day and in a comparatively short time, I hope more information will be given that.

I know we shall be glad to hear from the Chairman of the Committee on Public Health last year and the President of our Conference next year — Father Slattery of Watervliet.

## GENERAL DISCUSSION

FATHER SLATTERY: You take me at a disadvantage, Mr. Chairman.—I am very glad of the honor of appearing before the people and I take this opportunity of saying that I am very thankful of the honor conferred upon me in electing me to the presidency of the conference. If I felt it were honor alone I should have sense enough to refuse, because I am aware of the fact that the mighty do fall from their high places, but it is a duty. I feel I am soldier enough to know that I ought to do it and therefore it is with such a feeling that I assume the office put upon me, convinced too that I shall be successful because I shall have willing workers associating with me, the present president of this Conference and the secretary. I shall look also to the members of the body of the Conference that we have here, the excellent number of men and women who have given their lives to social service, to see that we will try at least to attain next year something of the degree of excellence of this Conference. I am very glad to see so much of an awakening on the part of the people, brought about by these Conferences. We cannot feel any more that we are not our brother's keeper, especially with regard to public health. Every man and woman must be interested enough in the welfare of the race to be unselfish in the protection of the health of others. Let us hope that the spirit will imbue and endow others with that sentiment of unselfishness and that one and all will work not only for the individual health, but for the health of the community. Thank you.

THE CHAIRMAN.—Before concluding this section of the program of this evening, I wish to thank you all for your presence here this stormy evening and express the hope that the Committee on Public Health thinks that we have been of some service to you in bringing forward the matters presented. Now, in concluding the discussion of this subject I will, unless there is objection, limit the general discussion and ask that we may hear from our retiring president Mr. Hebbard.

THE PRESIDENT.—Before we adjourn, I understand that the Committee on Resolutions, of which Father Slattery is chairman has a report to present and I will ask him to be good enough to present it at this time.

FATHER SLATTERY.— I wish to present the following resolutions:

Whereas, The success of the Second Capital District Conference of Charities and Corrections, held at the Ten Eyck Hotel in Albany on March 5 and 6, 1914, is due to the officers and committees who prepared the plans for the conferences and selected the speakers and especially to these authors of papers and others who participated in the discussions of topics eminently helpful to all interested in charitable or correctional work,

Resolved, That the thanks of the Conference be and are hereby expressed to these officers of the Conference, to the committees, and the speakers.

Resolved, That the thanks of the Second Capital District Conference of Charities and Correction are likewise tendered to the newspapers for the generous space given to the work of the Conference, and to the management of the Ten Eyck Hotel for the use of its assembly room and the many courtesies shown to the Conference and its members.

Resolved, That it is the sense of this Conference that men who are sentenced to jail for failure to provide for their families should be employed at hard labor while serving such sentence.

Resolved, That a copy of these resolutions be sent to county authorities.

Resolved, That this Conference urgently requests the Legislature and the Governor to take the necessary steps to provide for the prompt enlargement of the New York State Training School for Girls at Hudson, for the completion of the State Farm for Women at Valatie, and for the construction of the State Industrial Farm Colony for tramps and vagrants at Green Haven. These institutions should, in the opinion of this Conference be placed at the earliest possible moment in a position to do the important work devolved upon them by law.

PRESIDENT HEBBERD.— You have heard the report of the Committee on Resolutions. What is your pleasure? Will someone move its adoption?

DR. HILL.— I move the adoption of the report.

SECRETARY JOHNSON.— I second the motion.

PRESIDENT HEBBERD.— It is moved and seconded that the report of the Committee on Resolutions be adopted. All those in favor, say aye; contrary, no. The report is adopted.

PRESIDENT HEBBERD.— We certainly have had a most excellent conference here during the past two days and I am more than grateful to those who have so faithfully attended the sessions, some of whom have come from a long distance, and to those who have read the papers and taken part in the discussions. We have had splendid audiences throughout and would have had, of course, a much larger attendance to-night; these chairs would have been filled as they have been filled during the previous sessions, if our old friend Jupiter Pluvius had not promised a blizzard. I am sure that if the people of Albany and vicinity had known of the splendid program that was prepared for to-night they would have been here in much greater numbers than has been the case.

I am very glad that we are to have for the next conference such an excellent and eloquent presiding officer as Father Slatery, and I am sure that every member of the executive committee and of the topic committees will do all that is possible to help him in having even a better conference than the conference of this year.

And now the Second Capital District Conference of Charities and Correction stands adjourned.

## REPORT OF TREASURER

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### Second Capital District Conference of Charities and Correction

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David A. Thompson, treasurer, in account with Capital District Conference of Charities and Correction.

#### *Receipts*

Balance on hand August 1, 1913....	\$74 44	
Contributions August 1, 1913 to August 1, 1914 .....	406 50	
	<hr/>	\$480 94

#### *Expenditures*

Postage . . . . .	\$63 94	
Printers . . . . .	88 75	
Decorating Conference hall . . . . .	10 00	
Printing 1913 proceedings, on acct..	200 00	
Expenses of speakers . . . . .	35 85	
Sign painting . . . . .	4 50	
Telephone . . . . .	30	
Conference expenses . . . . .	1 00	
Expressage . . . . .	21	
Stenographer's services.....	75 00	
	<hr/>	479 55
		<hr/>
Balance on hand August 1, 1914.....		\$1 39
		<hr/> <hr/>

## CONSTITUTION AND BY-LAWS OF CAPITAL DISTRICT CONFERENCE OF CHARITIES AND CORRECTION

(Adopted December 2, 1912)

### CONSTITUTION

The objects of the Capital District Conference of Charities and Correction are to afford an opportunity for those engaged in charitable and reform work to confer respecting their methods, principles of administration, and results accomplished; to diffuse reliable information respecting charitable and correction work, and encourage cooperation in humanitarian efforts, with the aim of further improving the system of charity and correction in the Capital District. With this end in view the Conference will hold an annual meeting in or near the city of Albany at a time and place to be decided upon by the Executive Committee, at which addresses shall be made, papers read, discussions carried on, and general business transacted in accordance with the by-laws of the Conference.

The Conference shall not, however, formulate any platform nor adopt resolutions or memorials having a like effect, unless it be approved by the Committee on Resolutions by an affirmative vote of three-fourths of the delegates present.

### BY-LAWS

#### I

#### *Membership of the Conference*

All who have an active interest in the public or the private charitable or correctional work in the cities of Albany, Troy and Schenectady and the counties of Albany, Rensselaer, Schenectady, Saratoga, Washington, Columbia, Greene, Schoharie, Montgomery and adjacent counties, are invited to enroll themselves as members of the Conference. No other tests of membership shall be applied, and no membership fee charged, the expenses of the Conference being met by voluntary contributions.



## II

*Officers of the Conference*

The Conference shall have the following officers, to be elected at the preceding annual session, with the duties herein respectively assigned to them :

1. A President, who shall preside over the sessions of the Conference, except when the Chairman of a Committee on Topics has charge of the meeting or some other officer is temporarily called to the chair.

The President shall also be a member of the Executive Committee, and the Chairman *ex-officio* thereof, and shall continue to be a member of the said Committee when his term as President has expired.

He shall have supervision of the work of the other officers and of the various Committees in preparing for the sessions of the Conference, and shall have authority to accept resignations and to fill vacancies in the Committees on Topics of the Conference.

The President, with the assistance of the Secretary, shall also supervise the editing of the proceedings of the Conference.

2. Three Vice-Presidents, who shall, at the request of the President, assist him in the discharge of his duties, and in case of his inability to serve, shall succeed him in the order in which they are named.

3. A Secretary, who shall be *ex-officio* Secretary of the Executive Committee, and who shall keep the records, conduct the correspondence, and distribute the papers and documents of the Conference, under the direction of the Executive Committee. He shall assist the President in editing the proceedings of the Conference, and direct the work of the Assistant Secretaries.

4. Assistant Secretaries, who shall assist the Secretary of the Conference, at his request and work under his direction.

5. A Treasurer, who shall receive all moneys of the Conference, and disburse the same upon vouchers duly certified by the Secretary, and audited by the Chairman of the Executive Committee.

## III

*Committees of the Conference*

The Conference shall have the following Committees, with the duties herein respectively assigned to them:

*To be elected by the Conference*

1. An Executive Committee which shall consist of the President and all ex-Presidents of the Conference *ex-officio*, and of five members of the Conference to be elected annually at the preceding session of the Conference. Three members shall constitute a quorum.

The Executive Committee shall have charge of the business of the Conference, during the interim between the sessions of the latter, and shall give attention to any matters referred to it by the Conference or these by-laws. The program of the Conference as arranged by the Committees on Topics shall be subject to the approval of the Executive Committee.

2. The Chairmen of the Committees on Topics: These committees shall each consist of not less than eight nor more than sixteen members, and shall be elected by the Executive Committee and the respective Chairmen of the Committees, not less than four months prior to the Conference.

These Committees shall have charge of the preparation of that portion of the program of the Conference which is assigned to them respectively, subject to the provisions of these by-laws and to the approval of the Executive Committee, to which they shall severally report as soon as practicable after their appointment.

*To be appointed by the President of the Conference as soon as possible after the opening of the sessions*

3. A Committee on Resolutions, which shall consist of three members of the Conference, two of whom shall constitute a quorum. All resolutions, except as herein otherwise provided, shall be referred to this Committee without debate, and the Committee shall, before the Conference adjourns, present such a report as seems to it desirable.

4. A Committee on Organization, which shall consist of seven members of the Conference, four of whom shall constitute a

quorum. To this Committee shall be referred all questions relating to the organization of the succeeding Conference, and the Committee shall present a report thereon as soon as practicable and prior to the adjournment of the Conference.

#### IV

##### *Program of the Conference*

The order of business at each separate session of the Conference shall, unless otherwise ordered by the Executive Committee, be as follows:

1. The transaction of general business.
2. Report of the Committee on the topic of the session.

Not to exceed twenty minutes

3. First paper on the program.

Not to exceed twenty minutes

4. Discussion opened by a speaker selected for that purpose.

Not to exceed ten minutes

5. General discussion of the subject presented by the paper.

Not to exceed ten minutes

Speakers limited to five minutes each and no one speaker twice on the same subject except by vote of the Conference.

6. Second paper on the program.

Not to exceed twenty minutes

7. Discussion opened by a speaker selected for that purpose.

Not to exceed ten minutes

8. General discussion of the subject presented by the paper.

Speakers limited to five minutes each, and no one to speak twice on the same subject except by vote of the Conference.

9. Miscellaneous business.

#### V

##### *Amendments*

The by-laws shall continue in force unless amended by the Conference, after proposed additions or amendments have been submitted to the Executive Committee.

## ORGANIZATION OF THE THIRD CONFERENCE OF CHARITIES AND CORRECTION

### OFFICERS OF THE CONFERENCE

**PRESIDENT,**  
**REV. J. T. SLATTERY, Watervliet.**

**VICE-PRESIDENTS,**  
**DR. THOMAS WILSON, Hudson.**  
**MISS M. C. JERMAIN, Menands.**  
**CHARLES E. HANAMAN, Troy.**

**SECRETARY,**  
**CHARLES H. JOHNSON, Yonkers.**

**TREASURER,**  
**DAVID A. THOMPSON, Albany.**

### EXECUTIVE COMMITTEE

**Rev. J. T. Slattery, *Chairman*, Watervliet.**  
**Hon. Simon W. Rosendale, Albany.**  
**Hon. Robert W. Heberd, Albany.**  
**Mr. Patrick Flannagan, Albany.**  
**Mr. H. S. McLeod, Troy.**  
**Rev. Chauncey B. Magill, Schenectady.**  
**Mr. Hobart W. Thompson, Troy.**

### COMMITTEES OF THE THIRD CONFERENCE

#### COMMITTEE ON CHILDREN

<b>John K. Howe, Albany, <i>Chairman</i>.</b> <b>Brother Alban, Troy.</b> <b>Sister Anna, Albany.</b> <b>Miss Marion Collins, Albany.</b> <b>Prof. Edward S. Deevey, Albany.</b> <b>Miss Mary D. Dusenberre, Hudson.</b> <b>Brother Emery Aloysius, Albany.</b> <b>Mrs. R. H. Gibbs, Schenectady.</b> <b>Miss Anjinette Hall, Troy.</b>	<b>Sister Mary Helena, Superioress,</b> <b>Rensselaer.</b> <b>Rev. J. S. Hollenbeck, Albany.</b> <b>Mrs. William H. Hollister, Jr., Troy.</b> <b>Miss Jean K. McElwee, Albany.</b> <b>Mrs. H. G. McKean, Schenectady.</b> <b>Mrs. W. B. Madden, Troy.</b> <b>Miss L. E. Thacher, Albany.</b>
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#### COMMITTEE ON RELIEF OF THE POOR

<b>Rabbi Samuel H. Goldenson, Albany,</b> <b><i>Chairman</i>.</b> <b>Miss Mary Boyd, Troy.</b> <b>Miss Mary B. Cornell, Cohoes.</b> <b>Mrs. George N. Findlater, Watervliet.</b> <b>Miss Gladys Fisher, Hudson.</b> <b>Mr. W. E. Fitzgerald, Hudson.</b> <b>Mr. Conrad Goetz, Schenectady.</b> <b>Miss Mary E. Hastings, Hudson Falls.</b>	<b>Mr. James W. Hayden, Troy.</b> <b>Mr. Charles H. Lambert, Schenectady.</b> <b>Mr. Solomon Levy, Albany.</b> <b>Mrs. John H. McElroy, Albany.</b> <b>Miss Cornelia M. Ougheltree, King-</b> <b>ston.</b> <b>Miss Georgiana Sandford, Amster-</b> <b>dam.</b> <b>Miss J. T. D. Willett, Troy.</b>
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## COMMITTEE ON DELINQUENCY

Dr. Hortense V. Bruce, Hudson, Chairman.	Dr. C. Edward Jones, Albany.
Mrs. Elmer Blair, Albany.	Mr. A. S. McClain, Canaan.
Hon. J. J. Brady, Albany.	Mr. George McLaughlin, Albany.
Mr. Sidney H. Coleman, Albany.	Sister Pamela, Saratoga Springs.
Mrs. Rose D. Fitzgerald, Albany.	Monsr. J. L. Reilly, Schenectady.
Miss Sarah E. Henry, Hudson.	Hon. John B. Riley, Albany.
Mrs. Albert Hessberg, Albany.	Rabbi Max Schlesinger, Albany.
Miss Mary Hinkley, Poughkeepsie.	Mrs. Henry Sporborg, Albany.

## COMMITTEE ON PUBLIC INSTITUTIONS

Hon. Robert W. Heberd, Albany, Chairman.	Hon. William A. Mallery, Albany.
Mr. Charles L. Chute, Albany.	Mr. Freeman H. Munson, Troy.
Miss Alice Clarke, Hudson.	Mr. Mortimer Smith, Fonda.
Miss Elizabeth Connolly, Schenectady.	Hon. Peter G. Ten Eyck, Albany.
Mr. Gerald B. Fitzgerald, Troy.	Mrs. Ellen L. Tenney, Albany.
Dr. Robert W. Hill, Albany.	Sister M. Thomas, Troy.
Mr. Edward J. Hussey, Albany.	Hon. Harry B. Winters, Albany.

## COMMITTEE ON PUBLIC HEALTH

Dr. Linsly R. Williams, Albany, Chairman.	Mrs. James F. McElroy, Albany.
Mr. Charles R. Ford, Cohoes.	Mrs. A. J. Parker, Jr., Albany.
Miss Grace R. Holmes, Hudson.	Miss Harriet Preston, Watervliet.
Mr. Edward N. Huyck, Albany.	Miss Edith A. Reiffert, Hudson.
Dr. William Kirk, Troy.	Rev. Charles F. Shaw, Albany.
Dr. Clinton P. McCord, Albany.	Miss Martha C. Vail, Troy.
	Dr. Sherman V. Whitbeck, Hudson.

## CONTRIBUTORS TO THE SECOND CAPITAL DISTRICT CONFERENCE

Arnold, Mrs. B. W.....	\$10 00
Alban, Rev. Brother .....	5 00
Barnabas, Rev. Brother .....	2 00
Bruce, Dr. Hortense V... ..	2 50
Burdick, Daniel W. ....	2 00
Calvert, W. J. ....	1 00
Carson, Dr. D. C.....	2 00
Cass, Mrs. Lewis .....	1 00
Charlton Industrial School (George E. Marx, Superintendent) .....	2 00
Collins, Miss Marion .....	2 00
Conway, Miss Catherine E.....	1 00
Cornell, Miss Mary B.....	2 00
Crowe, Rev. P. A. ....	2 00
Curtis, Mrs. F. C. ....	5 00
De Chantal, Sister .....	5 00
Dunphy, Mrs. M. C. ....	5 00

Duryee, Dr. C. C.....	\$2 00
Ellis, Miss Evelyn H.....	1 00
Emery Aloysius, Brother .....	5 00
Farrell, James C. ....	10 00
Fisher, Miss Gladys .....	1 00
Fitzgerald, Gerald .....	3 00
Flannagan, Patrick .....	1 00
Forsyth, Miss M. I. ....	3 00
Found . ....	1 00
Friend . ....	50
Gibson, Miss Ellen G.....	2 00
Glavin, Rev. J. F. ....	5 00
Goldenson, Rev. S. H. ....	2 00
Gow, Dr. Frank F.....	5 00
Graham, H. P. ....	2 00
Gurley, William F. ....	10 00
Hall, Dr. Gertrude E.....	2 00
Hanafly, J. H. B.....	5 00
Hastings, Miss M. E. ....	1 00
Hayden, James .....	2 00
Hebberd, Robert W. ....	10 00
Hebrew Benevolent Society .....	5 00
Hebrew Benevolent Society (S. Levy, President).....	5 00
Hill, Miss Helen .....	1 00
Hill, Dr. R. W.....	2 00
Hilton, Mrs. George P.....	25 00
Hilliard, E. B. ....	1 00
Hinkley, Miss M. ....	2 50
Hollenbeck, Rev. J. S.....	2 00
Hollister, W. H., Jr.....	5 00
Hunn, Herbert J. ....	2 00
Hussey, Edward J. ....	5 00
Huyck, Mrs. E. N. ....	5 00
Ingraham, Charles A. ....	2 00
Jermain, Miss M. C. ....	10 00
Johnson, Charles H. ....	3 00
Kautz, Miss Alice M. ....	1 00
Keim, Miss Charlotte .....	1 00
Lansing, J. Townsend .....	5 00
Larkin, Miss M. E. ....	2 00
Leonard, Edgar C. ....	5 00
Lewis, O. F.....	2 00
Loudon, W. T. ....	5 00
McCord, Dr. Charles P.....	3 00
McGuire, Quincy .....	5 00
McLain, A. S. ....	1 00
McLaughlin, George .....	2 00
Mitchell, Miss Anna .....	2 00
Morey, David .....	2 00

## STATE BOARD OF CHARITIES

1143

Munson, Mrs. S. L.....	\$5 00
Nottingham, H. D. ....	50
Olcott, Dudley .....	20 00
O'Neil, J. M. ....	1 00
Ougheltree, Miss Cornelia M.....	50
Paquet, Miss C. M.....	1 00
Parker, Mrs. A. J., Jr.....	2 00
Pratt, Miss A. B.....	1 00
Prest, Dr. C. L. ....	10 00
Pruyn, Mrs. A. W. ....	10 00
Potts, Jesse W. ....	5 00
Powell, Mrs. M. C. ....	2 00
Redmond, T. ....	1 00
Reilly, Mons. J. L. ....	5 00
Ridder, Herman .....	25 00
Rosendale, Simon W. ....	10 00
St. Andrew's Church, Albany.....	5 00
St. Christina's School .....	5 00
St. Vincent's Female Orphan Asylum.....	3 00
Slattery, Rev. J. T. ....	5 00
Smith, Mortimer .....	5 00
Smith, A. Page .....	5 00
Stewart, William R. ....	10 00
Stillman, Dr. W. O. ....	1 00
Storrs, William H. ....	5 00
Swift, Rev. J. J. ....	5 00
Tenney, Mrs. Ellen L. ....	2 00
Thacher, Miss L. E. ....	3 00
Truax, Mrs. J. R. ....	1 00
Unknown . ....	1 00
Unknown . ....	1 00
Walker, Mrs. Ada C.....	5 00
Walker, Miss Esther .....	2 00
Walker, N. J. ....	2 00
Wallace, R. W. ....	1 00
Wasson, Miss Mary M.....	1 00
Williams, John .....	5 00

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\$406 50

LIST OF MEMBERS AND DELEGATES TO THE SECOND CAPITAL  
DISTRICT CONFERENCE OF CHARITIES AND CORRECTION

A

Ackner, Mrs. S. J., Emma Willard School, Troy.  
Alban, Brother, Troy Catholic Male Orphan Asylum, Troy.  
Anderson, Major W. G., Salvation Army, 50 North Pearl Street, Albany.  
Anna, Sister, Child's Hospital, Albany.  
Arator, Brother, 43 Lodge Street, Albany.  
Arnold, Mrs. Benjamin W., State Street and Sprague Pl., Albany.

B

Bacon, Hon. Henry S., Deputy Attorney-General, Albany.  
Bailey, Mrs. Fanny J., 95 Eagle Street, Albany.  
Bailey, Mrs. N. E., Matron State Training School, Hudson.  
Baker, Ellen L., Teacher State Training School, Hudson, N. Y.  
Barnabas, Brother, Lincolndale, Superintendent Lincolndale Farm School.  
Barrus, George Latta, State Forester, Albany.  
Barrett, Miss Maragaret M., Assistant Matron, State Training School, Hudson.  
Baumgras, Mrs. Adelaide E., Matron, State Training School, Hudson.  
Becherer, Edward C., Examiner and Investigator, Bureau of Municipal  
Research, 261 Broadway, N. Y. City.  
Bell, Finley F., Secretary, Legislative Reference Bureau, Springfield, Ill.  
Bellows, Harriet D., New York State Training School, Hudson.  
Beresford, Gladys M., School Nurse, 406 Clinton Avenue, Albany.  
Bernstein, Dr. Charles, Superintendent Rome Custodial Asylum, Rome.  
Betta, Mrs. E. H., Spring Avenue, Troy.  
Blatner, Mrs. L. S., 30 South Main Street, Albany.  
Blessing, C. W., Editor American Education, 50 State Street, Albany.  
Boardman, H. T., Manager Troy Orphan Asylum and Humane Society, Troy.  
Boswell, J. Arthur, Commissioner of Charities, Amsterdam, Box 23.  
Boughton, Lucina M., School Nurse, 28 Hurlbut Street, Albany.  
Boyd, Miss Mary, Parish Visitor, 1622 Fifth Avenue, Troy.  
Breed, Miss Mary I., 82 State Street, Albany.  
Bridgeford, Miss Edna G., School Nurse, 362 Madison Avenue, Albany.  
Brown, Burdette B., Superintendent St. Christopher's Home, Dobbs Ferry.  
Bruce, Dr. Hortense V., Superintendent State Training School, Hudson.  
Budsell, Mrs. Martha, State Training School, Hudson.  
Burdick, D. W., Commissioner, State Board of Charities, Ithaca.

C.

Calvert, W. I., Ballston Spa, N. Y.  
Carrier, Miss L. J., Albany Orphan Asylum, Albany.  
Cass, Mrs. Lewis, Albany Girls' Club, 152 Elm Street, Albany.  
Cassin, Miss Mary E., State Training School, Hudson.  
Chambers, A. Frances, Teacher, Troy Orphan Asylum, Troy.  
Chute, Charles L., Secretary, State Probation Commission, Albany.  
Clark, A. W., Welfare Manager, General Electric Co., Schenectady.



Clarke, Miss Alice, State Training School (Matron), Hudson.  
Coffin, Rev. F. C., Pastor Christian Church, Albany.  
Coleman, Sydney H., Field Secretary, American Humane Association, Albany.  
Collinga, Mrs. Edwin, 5 Cuyler Avenue, Albany.  
Collins, Miss Marion, Investigator State Board of Charities, Albany.  
Combes, Nellie B., Principal, School No. 10, Albany.  
Comfort, Charlotte L., State Training School, Hudson.  
Cone, Mrs. G. Herbert, 594 Madison Avenue, Albany.  
Connolly, Elizabeth, Tuberculosis Visiting Nurse, Amsterdam.  
Conway, Catherine E., Investigator, State Board of Charities, Cohoes.  
Cornell, Mary B., Social Service Nurse, Cohoes.  
Crandall, Mrs. L. M., Attendant, Troy Orphan Asylum, Troy.  
Crane, Miss Elizabeth, Teacher, Troy Orphan Asylum, Troy.  
Crowe, Rev. P. A., St. John's Roman Catholic Church, Schenectady.  
Cuddeback, A. T., Matron, Training School for Girls, Hudson.  
Curtis, Mrs. F. C., Society for Cooperation of Charities, 17 Washington Avenue, Albany.

## D.

Dahlman, Mrs. M., 1008 Madison Avenue, Albany.  
Dawson, Lena L., Teacher, Lathrop Memorial, Albany.  
Dean, Arthur D., Chief of Vocational Schools, Department of Education, Albany.  
De Chantal, Sister, St. Vincent's Female Orphan Asylum, Troy.  
Deevey, Edward S., Principal School No. 11, Albany.  
Dexter, Mrs. Florence, Superintendent, Albany Girls' Club, 1 Madison Place, Albany.  
Dieckmann, Annetta, Inspector, State Board of Charities, Albany.  
Dingus, Dora, Attendant, Troy Orphan Asylum, Troy.  
Dobie, Grace L., Matron, State Training School, Hudson.  
Donnan, Georgia C., Assistant Matron, State Training School, Hudson.  
Donnelly, Miss Mary, State Charities Aid Association, Watervliet.  
Dunphy, Mrs. Mary C., Randall's Island.  
Duryee, Charles C., M. D., 1352 Union Street, Schenectady.

## E.

Eldred, M. Louise, Teacher, Albany Orphan Asylum, Albany.  
Ellis, Evelyn H., Investigator, State Board of Charities, Albany.  
Emery, Brother Aloysius, Superintendent, 391 Western Avenue, Albany.  
Emmons, Anna, Teacher, 15 Western Avenue, Albany.  
Estabrook, A. H., 156 Washington Avenue, Kingston.

## F.

Farrell, Miss E. E., Department of Education, Park Avenue, New York City.  
Farrell, James C., Albany.  
Ferguson, Miss B., Teacher, State Training School, Hudson.  
Ferrick, Miss Lottie, State Training School, Hudson.  
Finley, Hon. J. H., Commissioner of Education, Albany.  
Fisher, Gladys, Columbia County Agent, S. C. A. A., Court House, Hudson.

Fisher, Mrs. Jane, 342 Clinton Avenue, Albany.

Fisher, Mrs. T. H., State Charities Aid Association, 1628 Third Avenue, Watervliet.

Fitzgerald, Hon. Gerald B., Commissioner of Charities, Troy.

Fitzgerald, Mrs. P. J., Secretary, State Charities Aid Association, Troy.

Fitzgerald, Mrs. Rose D., City Building, Albany.

Fitzgerald, W. E., Hudson, N. Y.

Flannagan, Mrs. Patrick, Vice-President, Particular Council Society, St. Vincent de Paul, Albany.

Ford, Clarence E., Inspector, State Board of Charities, Wolcott.

Forsyth, Miss M. I., Children's Home, Kingston.

Foster, Alida R., Teacher, Troy Orphan Asylum, Troy.

Foster, Edith J., Principal, Troy Orphan Asylum School, Troy.

Foster, Miss Mary G., Teacher, Albany Orphan Asylum, Albany.

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